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THE ONTARIO ASSOCIATION OF
EDUCATION ADMINISTRATIVE OFFICIALS

A BRIEF TO THE COMMITTEE ON THE
COSTS OF EDUCATION IN THE
ELEMENTARY AND SECONDARY SCHOOLS OF ONTARIO

Ontario

A BRIEF TO THE COMMITTEE ON THE COSTS OF EDUCATION IN THE ELEMENTARY AND SECONDARY SCHOOLS OF ONTARIO

Submitted by a Special Committee of the Board of Governors
The Ontario Association of Education Administrative Officials

<u>Committee</u>

Mr. J. W. Singleton - Chairman
Mr. H. J. A. Brown
Mr. R. H. Field
Mr. D. Green
Mr. G. B. Hickey
Mr. S. Korchuk
Mr. A. J. MacAskill
Mr. J. C. McLeod
Mr. E. Runacres
Mr. R. F. Thomas

28th April, 1972.

THE ONTARIO ASSOCIATION OF
EDUCATION ADMINISTRATIVE OFFICIALS

PREAMBLE

The Brief

This series of thirteen papers is the work of a committee chosen by the Board of Governors of The Ontario Association of Education Administrative Officials. The selection of topics was dictated by the interests of the committee and represents a cross-section of major concerns as they are felt by senior officials. The list is not all-inclusive and makes no claim to totality of treatment of even major concerns. The committee feels strongly that we have major contributions to make in such areas as:

1. Early Childhood Education.
2. Adult Education.
3. Alternatives to "Schooling", etc.

The Papers

The thirteen papers are each intended to stand alone as position papers with recommendations. Obviously some overlapping does occur and the comprehensiveness of the situation can only be realized by reading all papers.

THE POSITION PAPERS

Paper #1	Administrative Structures and Supervisory Personnel
Paper #2	Utilization of Personnel Resources and School Organization
Paper #3	Associated Services (Health, Social, Psychological, Recreational, etc.)
Paper #4	Extended Utilization of Educational Facilities
Paper #5	The Costs of Education
Paper #6	Local Taxation
Paper #7	Construction and Costs
Paper #8	Teacher Salary Negotiation
Paper #9	Teacher Contracts and the Teaching Profession Act
Paper #10	Innovation in Schools
Paper #11	The Provision of French Instruction
Paper #12	Teaching of Values
Paper #13	Technical Education

The Reliability of the Papers

These position papers are the result of many meetings of members of the committee. They have been referred to the membership of the Association at large to obtain reactions. We believe that there would be agreement that the subjects of the papers are real concerns but views may diverge on the nature or the adequacy of the recommendations.

There is also no intent to imply that the Board of Governors of the O.A.E.A.O. subscribes in detail to these recommendations although the Board members may agree substantially, but individually, with many of them.

The Committee

The members of the committee were:

Chairman: Mr. J. W. Singleton, Halton County Board of Education

Members:
- Mr. H. J. A. Brown, Peel County Board of Education
- Mr. R. H. Field, Board of Education for the City of Windsor
- Mr. D. Green, Metropolitan Toronto School Board
- Mr. G. B. Hickey, Peterborough-Victoria-Northumberland and and Durham County R.C.S.S. Board
- Mr. S. Korchuk, Sudbury Board of Education
- Mr. A. J. MacAskill, Nipissing District R.C.S.S. Board
- Mr. J. C. McLeod, Lennox and Addington County Board of Education
- Mr. E. Runacres, Hastings County Board of Education
- Mr. R. F. Thomas, Elgin County Board of Education

J. W. Singleton,
Chairman.

ADMINISTRATIVE STRUCTURES AND SUPERVISORY PERSONNEL

Rationale

Dramatically, in 1969 large numbers of administrative structures for educational systems were established in Ontario. It would be unusual if some of them were not ill-advised and if some of the administrative personnel chosen were not less than efficient. Now that the county boards are three years old, the defects in structure and personnel are beginning to show in a few instances. Although one could be impressed by the large number of sound organizations and real leaders chosen, it is from the few cases in which deficiencies are being revealed that the real lessons are to be learned.

Unfortunately, the concentration of criticism is not only on those very few instances in which administrative organizations are not effective but on administrative organizations in general. In defending administration, the last thing one would want to do is to rationalize justifications for organizations which are overly large, or resistant to change or ineffective in serving the needs of the schools and the students.

Unfortunately, under the pressure of the ceilings on expenditures there is a general assault by teacher organizations and the public at an emotional level against all administrative organizations. The motivation for this assault lies in the concept that administration contributes nothing of significance to education and that all savings can be made in this one area. Perhaps the largest factor is a naive idea of the role of administration which is generally held.

On costs, good administration pays for itself.

If one were to examine those boards which offer good programs and live within the ceilings, one would find almost universally a strong board and a strong administration. Teacher requests for salary and working conditions, and the public demand for additional services have not been the responsible parts for cost control up to this time.

On dedication to the interests of students, good administration does stand in the forefront. Administrators, in the main, are teachers, who by rigorous selection, have moved through several positions into administration. It is conceded that up to this moment, the selection process has been the major disciplining force because of the very limited pre-service training opportunities for the positions. Because of their background, administrators and leaders in education have a great concern for what happens to students. This concern is equal to that of any classroom teacher.

Unfortunately, because the administrators stand at junction points in the power dispersion structures of school systems and because they have to live within a practical framework, they must, in addition to taking many positive steps in pursuit of this interest in students, be in a position of denying other demands which are either illegal or not practically possible. This posture focuses attention on the administrator as the impediment rather than upon the irresponsibility or other weakness of the proposal.

In the field of innovation and creative ideas, it would not be difficult to focus on the levels from principal to director and come to the conclusion that the overwhelming number of innovations originate or are given decisive impetus from these selected leaders. It is true that such ideas are disseminated throughout staff for participation and additional input but the tracing back of ideas to the germinal stages usually leads to the leadership group holding the positions mentioned above.

Many recent changes in senior positions in municipalities have occurred. A study should be made of these changes because the feeling is arising that these positions are unwanted. Applications for the directorship are few and quality applications are very restricted. Few boards have a choice of more than two or three applicants who can do their job.

The paucity of satisfactory candidates stems from the incredible attacks on senior officials by boards, press, teacher organizations, etc.

The salary is highly visible and to the average working person or pensioner appears high (and from their levels it is). But compared with industry and commerce and judged on the same basis of responsibility, etc., the salary is not equitable. The pay differential between principals and directors is exceedingly small and in terms of hourly pay negligible. The hours of work of senior officials has risen alarmingly in these past few years as attempts are made to:

1. activate large systems into innovation,
2. provide for increased participation at all levels in decision-making,
3. curb expenditures at minimum harm to the student.

Under these attacks, the salary situation and the hours involved, few candidates are presenting themselves for the most senior positions.

And yet, the role is the most challenging and interesting one in education. If one can find time from necessary detail and from the endless "participatory" meetings, the opportunity to broach significant ideas and to see them come to eventual fruition in the interests of individual students in the schools is a most rewarding experience. It provides a base from which a leader can gain great satisfaction in being a factor in causing important enterprises to happen.

At this time and in the light of experience, boards should re-examine their structures and their supervisory and consulting services. The problem is no longer a theoretical exercise but an intensely practical one backed by considerable experience. This statement is not an appeal to boards to emulate existing structures, although that might be a sound exercise for certain boards, but to examine new models and new structures to serve the needs of changing systems.

Experimentation in system organization and leadership styles should be encouraged in an attempt to develop alternative proposals for the deployment of human resources.

One danger which such a re-examination should avoid is that, although many useful models can be studied in the business management of commercial or industrial concerns, there are significant differences between them and the educational systems. Such differences must be accommodated.

Each restructuring effort must first establish the criteria upon which the new structure will be based and by which it will be evaluated subsequently. Some headings under which criteria have been established are:

(1) Communication
(2) Flexibility
(3) Access to Personnel
(4) Integration
(5) Responsibility
(6) Representation
(7) Uniformity
(8) Personal Leadership

Each of these headings (and others as determined) requires a statement balancing the rival claims of extremes. Obviously, "uniformity" is not a virtue in itself, but some thought must be given to which things must be uniform over the county, which can be left to the free choice of principals and which are the responsibilities of individual teachers.

Such restructuring discussion should have built into it, not just line drawings of responsibilities, but also charts of communication, charts of the decision-making process, role descriptions, etc.

Of key importance in this process is an examination of the role of personnel. In the past, our selection processes, pre-appointment training and our in-service training have been quite inadequate. Often the selection has gone to the most aggressive because these are the people who find themselves in the positions which are most suitable for application to senior appointments. In addition, since our high school principals are usually drawn from the vice-principals who are usually drawn from the heads of departments who in turn are usually drawn from the specialists, the whole secondary school leadership selection process is based fundamentally upon honour degree pre-selection.

Moreover, it is not clear that our presently envisaged changes will rectify this matter. Reliance upon the principals' course and/or an M. Ed. degree followed by a Departmental paper and interview based largely on the acts and regulations will sharpen our selection process but will not necessarily select the qualities which are most desirable in supervisory officers -- vision, ideals, rapport, leadership.

What the province as a whole is lacking is a sound theory of educational management and a process of preparatory courses, leadership selection and in-service training for its leaders. Our present successes, and there are many, are less the result of design than of the great qualities of the individuals themselves in coping with the inadequacies of the process.

In considering some alternatives for the deployment of human resources, the paper is divided into four major areas of consideration as follows:

1. Board employed supervisory officials,
2. Board employed business officials,
3. Board employed consulting services,
4. Department consulting services.

1. Board Employed Supervisory Officials

The rapid expansion of numbers of supervisory officials at the local level has revealed the inadequacy and inflexibility of Part VII of the Schools Administration Act. Our selection processes, our pre-service activities, the "permanence" of appointment and the dramatic severance decisions leave much to be desired.

The appointment procedure of board selection followed by ministerial approval lends an inflexibility to the process. The removal procedures, based upon board motion that the supervisory officer is guilty of neglect of duty, misconduct, inefficiency, or physical infirmity, followed by ministerial approval is equally inflexible.

Perhaps, what is required is provision for a relatively small group of central, senior officials who enjoy a relatively stable tenure, mixed with other supervisory officials who hold term appointments.

The small group of "permanently" appointed officials should be a highly selected leadership group who will provide continuity in policy and personnel in the board's operation. Such personnel should be chosen for their leadership qualities, their desire for a senior accountability role and their ability to participate in effective decision-making, in addition to those qualities of scholarship, integrity and convictions which have always been in demand.

Such people should be the product of a structured system of preparation to ensure that they bring to the task a background of the theoretical implications of educational administration. Once established in the role, supervisory officials should have built into their role provision for personal and professional growth by the provision of time to study and to participate in development activities. Although it is attractive to think of some senior administrative officials being kept free from "administrivia"* in order that they might read and think constructively free from distraction, such a posture is not really possible. It is the "administrivia" which keeps the official in touch with reality and gives him a feeling for the health of the organization.

In the field of tenure for supervisory officials, the Schools Administration Act is quite clear but to a significant degree inadequate. The Act allows the Minister to remove a supervisory officer from office for neglect of duty, misconduct, inefficiency or physical infirmity. The procedures for gathering the facts or weighing the evidence are not indicated. It is stated that a supervisory officer who is removed from office for any of the above reasons may not be appointed to a similar position.

* "Administrivia" is an ill-defined term. It is a flag waved out of overwork and frustration at every problem which is not purely educational.

We hope that senior officials are not making inconsequential decisions nor becoming involved in insignificant detail. However trying detail and decision-making are (and they can become very trying), they are justifiable if they are contributing to the overall health of the system and to the value of what is going on in the classroom.

To the above list of causes of removal ought to be added a clause on redundancy. However if supervisory on "permanent" appointment officers represent only a core of the supervisory staff, the issue probably need not arise. In any case, the clause preventing a supervisory official from being appointed after removal should be repealed because redundancy is not a sin of omission or commission but represents a change of plan or priorities on the part of the board of trustees.

Of far more seriousness, particularly for chief executive officers, is the necessity for some ruling on incompatibility. Probably everyone would agree that a situation in which the chief executive officer and the board are in a state of strife or lack confidence in each other is one which will not be productive of results beneficial to the children in the system. However, incompatibility is not always the fault of the supervisory officer. To overcome this difficulty, it is suggested that before "permanent" appointment a probationary period of one or two years be established. As a further measure of protection to all concerned, it should require the vote of lack of confidence in the supervisory officer passed by two successive boards. The space between such votes would probably be one year and except in Metropolitan Toronto (where the trustees have a three-year term of office) could never exceed two years.

In any case, the suspension of a supervisory official by a board should be followed by the appointment of an independent party (presumably a judge) to hear the evidence and recommend a course of action to the Minister. This is a minimal form of protection for all concerned since these situations are highly charged emotionally.

The remaining supervisory officers should be appointed for stated terms of 3, 4 or 5 years. Unless re-appointed to the "permanent" supervisory staff, or re-appointed for a further term, the appointee would be expected to return to his role as principal, etc., from which he was originally appointed. Department assessment by written paper and oral interview could well be delayed and would be more meaningful if undertaken when a term appointee had served one year of his term. The training and development of the temporary appointee would be the responsibility of the chief executive officer. By staggering the dates of appointment, the necessary continuity of personnel and activity could be preserved.

In any case, the dangers of self-perpetuating, self-generated structures would be largely avoided.

2. Board Employed Business Officials

Most people would recognize the value of the general concept that chief executive officers should have educational or academic qualifications and experience even though there are notable examples of individual business officials who could perform the role effectively. The reasons for this distinction are obvious.

However, the business official holds a special position in all decision-making and policy establishment at executive level. To accomplish this role in the interests of the system involves a need and a requirement.

The need is simply one that he be involved in all decision-making by being structured into executive committee meetings, administrative council meetings, and even into some significant principals' meetings. The requirement is that he be prepared by his background to contribute ideas in areas of discussion beyond the business function. A set of prerequisites for appointment to various levels of positions should be established and adhered to. Systems are already too large to be run on past experience alone.

Business appointments of senior rank ought to be subject to Ministerial approval and suspension or removal ought to be accomplished, where necessary, in the same manner as for supervisory officials. Tenure provisions should also be provided.

Except in the largest systems, term appointments are not possible because of both the specialized nature of the appointments and the lack of a position to return to upon cessation of the appointment.

3. Board Appointed Consulting Staff

It should be axiomatic that all personnel in a staff organization should exist to serve a specific need. As the needs change, the staff should change in order that new specialties might contribute their particular expertise. For this reason, and others, a board appointed consulting staff needs constant evaluation to ensure that it continues to serve the needs for which it was established.

A second observation is that a large amount of consulting staff expertise should be tempered by and influenced by some direct contact with classroom teaching on a long term basis. Speech correction people would suffer no harm but would probably not gain much in their specialty from being in a classroom as a teacher for a year. The gains would be largely in the generalized area of increasing knowledge of the educational process and its difficulties and limitations. On the other hand, primary consultants would benefit directly from assignment to the classroom for a year or so.

If one accepts the concept of term appointment of consulting staff, master teachers, etc., then it follows that a small group of coordinators or consultants should be kept to provide continuity in personnel and activity by being components of a core of permanently employed officials.

The premise of term appointments is based upon the concept that needs to change. For example, the rising qualification and experience of elementary school staff should influence the numbers of consultants in one direction, but the increasing decentralization of curriculum might influence the numbers in another direction.

The ability of the organization to adapt itself to changing needs must continue to be of prime concern.

In any structuring of consulting services, two issues are of major importance. The first is that the aims of consulting services in the improvement of instruction must be clearly outlined and the role descriptions should emphasize the difference between staff and line appointments. Of particular need of clarification is the role of consulting services in providing for a K - 13 integrated program, particularly when the needs of the two panels are so different. The second is that consulting services should be organized on the basis of the areas of study as outlined in curriculum and certificate requirement documents. Consulting services built on highly specialized subject delineation is not to be supported in the trend of present developments but ought to adopt a field of study approach.

Few areas of education administration require as much evaluation as the consulting services. The staff nature of the position, the minimal formal reporting, the subtle and complex methods of operation and the highly itinerant nature of the job, all militate to make the role a low profile one. From this low profile, some trustees, many of the public and others lose any concept of the effectiveness of the role. Therefore, the rationale for consulting services needs to be examined constantly, and where necessary, defended.

4. Consulting Services of the Department

In providing supportive services, the regional offices of the Department of Education appear to be duplicating services already provided by many local boards. Many boards have well co-ordinated supportive services in their employ. These locally employed personnel have some distinct advantages over provincially employed program consultants; namely, they are accountable to the local board's operation for all aspects of their proposals, including the financial, organizational and educational implications, and in addition, they are more responsive to local needs.

There are some boards which, by reason of geographic location, size or lack of resources, cannot provide consultant services. These boards require the outside support of the Department's regional offices. Such Department support should only exist until the boards served can be amalgamated into larger and more viable jurisdictions. This position is the same one as applied to local boards -- namely, that supportive services must be geared to serve local needs and, when those needs diminish, so should the personnel diminish.

The idea of decentralization of program and consultative service to local boards is to be strongly supported. These services provided by the Department should cease as soon as local boards are strong enough to provide their own.

Similarly, at the decision-making level, the Department has staked out a claim to decentralization of decision-making to local regional offices. Although this idea may work well in geographically remote areas, for the most part it has not been a satisfactory method of operation. Small decisions, covered by the acts or regulations could be made at the local board level. Serious decisions or decisions requiring modification of the regulations are usually referred by the regional office to the central Department of Education anyway. It is our experience that regional offices and regional directors lack the power to be effective in the way in which the Department had hoped most of them would operate.

Of great concern is the growing numbers of department employed personnel in regional offices. Of all areas of expansion in the past few years, this area must, on a percentage basis, be one of the most startling growth patterns. Such expansion is not under the same type of pressure as local boards experience in their operations. No doubt, the workload of the staffs of regional offices is high. Work does expand to fill the available time.

Conclusion

All structure and organizations of personnel need to be under constant evaluation. The prime criterion by which this evaluation is accomplished is simple.

Whatever makes more effective the education of children in the school should be strengthened. Whatever does not contribute to this effectiveness creates two wrongs -- it consumes time and space and energy to little avail and it consumes resources which could be used in other more effective ways -- and hence it must be excised.

Position

1. Boards should review their organization, role definitions and personnel, evaluating against soundly considered criteria, to ensure that they are kept relevant to the purposes of the system and the needs of the students.

2. Studies of new models of organization ought to be undertaken in a search for new patterns of shared decision-making.

3. A special study should be made at the provincial level to devise a plan of pre-appointment training, selection criteria and in-service professional development for supervisory officers and business officials.

4. The proposal should be considered that local boards employ a small core of "permanently" appointed supervisory staff of relatively stable tenure and a further staff of supervisory officials on term appointments.

5. It is suggested that the suspension of a supervisory official by a board be for stated reasons and that a judicial enquiry be set up to determine the validity of the charges and to advise the Minister on a course of action.

6. If incompatibility is added to the list of reasons for a board's suspension of a supervisory official that the vote of lack of confidence be either a vote of two successive boards or be backed by a judicial enquiry.

7. Business officials should participate in all decisions appropriate to their level of operation along with academic officials.

8. Business officials should meet a similar selection process (but with different prerequisites) as for other officials.

9. The large majority of consulting staff should be on term appointments.

10. Consulting services and all other supportive service be in tune with the field of study concept and avoid identification with former subject specialization.

11. The need for regional offices of the Department of Education ought to be examined in detail using as a criterion the extent to which they are necessary to the operation of local boards.

12. The provision of consulting services from the Department should be examined to ensure that services are not being provided which duplicate those of local boards.

UTILIZATION OF PERSONNEL RESOURCES AND SCHOOL ORGANIZATION

Preamble

Because of the significantly different nature of elementary schools and secondary schools, it is the intention to treat each as a sub-section of Position Paper #2.

No single item of a board's budget is as big or as significant as the one outlining the cost of instructional salaries. Although all aspects of the operation should feel the increased pressure of limitations on expenditures, it is instructional salaries where the major sums of money must be recovered or controlled.

In addition, no factor is as significant in terms of program or of the quality of education as the provision of flexible and excellent staff.

Education is a labour intensive activity. Most other situations, particularly in industry and commerce, are subject to technological improvements which, if translated into use, not only make the operation more effective or the product better, but also decrease the labour input in each unit or product. Education does not follow this pattern.

Education does not follow this pattern for two main reasons. The first is that a product is not produced but each child is going through an experience series. The second reason is that through negotiation and tradition, schools at both levels have established staff organizations and methods of operation which are inflexible and outmoded. The secondary and elementary schools, in the main, are operating on staff organizations which are but more complicated versions of those of forty years ago.

If major inroads are to be made into both the program and financial aspects of the schools, we must restructure and reorganize to make maximum use of our personnel resources.

We must obtain the same program for less money or more program for the same money. This can only be achieved by restoring a degree of flexibility to staffing even though such groupings represent highly organized vested interests.

THE UTILIZATION OF PERSONNEL RESOURCES IN SECONDARY SCHOOLS

Rationale

At present, with a few innovative schools excepted, our secondary schools have not made the adaptions in organizing staff necessary to keep abreast of curriculum change and developments in student need. The emphasis has been to increase financial expenditures and personal commitment by making more sophisticated each activity which we do without considering whether or not the activity ought to be done in this way or even whether it ought to be done at all.

It would be wise to add specificity to this statement. It has been documented in successive Reports of the Minister of Education the extent of decline in the "teacher-pupil" ratio. Admittedly this is a gross measurement device but there is no doubt that it is a measurement. The decline of the P.T.R. over the past fifteen years has been dramatic. Some of the decline is attributable to improved services and more complex course offerings, some is the result of the teacher shortage and reflects the efforts of schools to attract and keep good staff but some is also reflecting weak organizational practices and sloppy administration.

The present drive on class size reflects some of this influence. A large amount of the negotiation of class size within the terms of reference being proposed has no significant foundation in educational theory as far as we can determine. To reduce all class sizes to 35 (rather than 36 or 37 for example) is not to improve instruction in any demonstrable way and may even, under the pressure of limitations on expenditures, do actual harm by removing financial support from other areas of the educative process.

There are valid reasons for remedial mathematics to be in small groups of 5 or 10 but there is no reason why grade 9 typing could not be taught in classes of a hundred in the hands of a teacher and an aide. Certain classes must be limited by reason of the danger, i.e. welding and mill work shops, or by reason of noise, i.e. auto body repair, but other classes in the hands of a good teacher have no arbitrary limitation, and if adequate paraprofessional help is used even that limit can be moved. Effectiveness is really an exercise in teacher competence rather than a numerical exercise in class size.

We are also trapped into much "conventional wisdom" regarding class size. For no other reason than past practice, our schools operate with an evidence desirability for uniformity in class size within certain groupings. For example:

(a) there must be no more than 20 in drafting but 35 in art,
(b) only 20 in home economics but the same teacher takes 35 in a physics lab,
(c) electricity is 20 in shop and 35 in lab,

(etc.)

The present headship system as operating in most school systems is both expensive and questionable in effectiveness.

There are a multiplicity of titles and positions, at times without specific role definitions and expectations except for those outlined in the regulations of the Department. Schools frequently have as many as 1/3 of the staff on some headship responsibility allowance. The costs, including both headship allowances and time free to perform duties, is staggering. Simple calculations in ordinary systems bear this out. The costs are only to be borne if the leadership offered is of the highest calibre.

Another difficulty of the headship is that it is based on an H.S. I of sometime ago and subdivides the curriculum into English, history, moderns, geography, etc., as if they were entities of their own. This situation is "frozen" by Department regulations. Each of these subjects, in its separateness, has its major heads or minor heads and large departments have assistant heads established on a mathematical formula. The present H.S. I has four major areas of study:

1. Communications
2. Social and Environmental Studies
3. Pure and Applied Sciences
4. Arts.

It is true that within these areas of study, there are some subjects listed in the former pattern but the intent is obviously one of grouping together rather than one of subject separation.

Formerly when subjects existed in their separateness, the prime criteria for selection as a head of department were (1) a specialist certificate in the subject (i.e. geography) and (2) proven teaching competence. Sometimes persons were chosen for other reasons such as long service, etc., but these were never happy fulfilments of the role. Those headships which were granted as extra pay for extra work such as the long hours of librarians, etc., fail to take into account that almost every subject has its drawbacks. The long hours (and few examination papers) of librarians are the same as the extra coaching load of physical education teachers which are the same as all the essay marking of English teachers which, in turn, is the same as the shop teacher's maintenance work on his machinery -- all are commitments of the job and tend to balance out in the long run.

If we were to reorganize the headship, two important goals should be kept in mind.

First, the prime criterion for selection ought to be leadership and in this way we could restore the headship to being an effective and dynamic force in school change. Second, a serious reduction in the number of headships could give more force to those remaining while at the same time providing resources for other personnel to be hired to do other necessary tasks.

It should be also borne in mind that few headships are ever removed which pays tribute to the excellence of the selection process or reveals a weakness in the review procedures. It is evident that if flexibility is to be gained, headships should be on a term appointment basis. On this basis, as new needs arise and changes are required, such changes can be phased in and out with a minimum of difficulty.

It is observable that teachers in schools perform many tasks unsuitable for their qualification and for which other less qualified persons could be employed. Paraprofessionals could be employed to do such things as cafeteria duty (and the numbers of such duties is phenomenally small compared to the amount of discussion about them). It is only an unproven piece of wishful thinking that teachers who "drop" some of these duties would automatically increase their teaching load by an equal amount. Teachers' salaries are relatively high and it is inefficient to use their talents on activities which might be done by personnel of lower qualification and lower salary.

In addition, many teachers operate on a basis of certification which is inflexible in the extreme. Unlike elementary school operations, few secondary schools operate on the premise that their teachers are spread over a large number of subjects and, in fact, the idea of a core foundation has disappeared. In the upper levels of grades 12 and 13, such subject specialization is necessary but at lower grades it is not so. In fact, particularly for grade 9 remedial programs, many high school principals are welcoming an influx of a number of elementary school teachers in order to gain a desired flexibility.

It is our belief that the most dramatic single change in secondary schools which would affect all aspects of the school is a definite move toward differentiated staffing. This move would affect finances and program favourably.

Differentiated staffing means the utilization of persons of different skills and expertise to accomplish educational goals by means of a utilization of these specialties and responsibilities within a team concept of staff organization.

Such a plan should be left to local school initiative but fostered by flexibility at the supervisory official level. Needless to say, token acceptance in which the new flexibility is not translated into a different approach in the classroom, a different use of the building and a new use of community resources and participation will just result in a game of musical chairs.

The real value of differentiated staffing is not inherent in the organization itself but in the value which can be realized from the financial resources recovered and devoted into other channels, from the staff patterns which are adapted better to needs, and in the opportunities for leadership which are opened up.

In all cases of staff reorganization, one must bear in mind the ultimate goal -- either we must get a better program for students for the same money we are now spending or we must get the same program for less money. Either of these goals is achievable granted the flexibility of resources and the courage to act in the interests of students.

If differentiated staffing is to be offered as a viable alternative to the present method, a workable model must be structured. There are several ideas in the field and, although they bear striking structural resemblances, they do show philosophic differences.

Dr. White's plan shows an heirarchy of four levels of teachers and has strong overtones of indirect merit pay. Lloyd Trump's plan has one level of teacher working in terms. The latter plan is more practical than the former from our point of view at this time in Ontario.

Therefore to begin, it is often a good exercise to establish a model of how a structure or organization should look or how it should operate if one were not hampered by past rigidities, inflexible commitments, etc.

First, there must be a principal who is an educational leader and who frees himself from administrative detail to do those things which education demands. Right now he has two responsibilities -- one concerned with the improvement of instruction and the other with the management of the office, attendance, operations, buildings, discipline, pupil activities, etc. Since he is less equipped to cope with this latter role, he tends to spend more time on it. He needs to place a great deal of this latter function in the hands of others in order to concentrate on the former. Since he is accountable in almost every respect, he requires responsible people to look after these issues.

Therefore, in largest schools (small schools will have to compromise and to combine jobs), the principal needs two vice-principals. Not only are they necessary as being in training as future principals but they should divide the operations as we do at present:

1. One vice-principal performs his major function in program, working through department meetings and teacher groups to improve curriculum, to develop program materials and to stimulate the relationship between content and student need.

2. The other vice-principal has his major function in the realm of instruction. He works through "inspections" of lessons, staff meetings, department meetings, etc., to improve the competence of teachers and their expertness in bringing the students and the content together.

These three people -- the principal, vice-principal (program) and vice-principal (instruction) -- are the real and accountable leaders in the school. No decision is more crucial than the competence of these people since schools are ultimately a true reflection of the leadership which they have.

In order to accomplish the other tasks of "running" the school, other people more skilled in separate functions are required:

1. A Business Manager is required. His duties are connected with:

   (1) office and business management
   (2) budgets -- supply, capital, maintenance, non-board funds
   (3) attendance records -- statistical reports
   (4) supply teachers
   (5) cafeteria operations

2. A school needs an Activities Director who will tie the staff, students and community together by working in the areas of:

   (1) extra-curricular activity organizing
   (2) community use of schools
   (3) rentals
   (4) school facility use to the maximum in drama, clubs, social activities, etc.
   (5) drawing the community resources into the school program.

3. A Paraprofessional Staff Manager who will take the paraprofessional staff which will be quite extensive and keep them in such a state of organization and accommodation that their work can be accomplished. It is true that paraprofessionals would work with and for teachers but this is not efficient as the only means of organization and control.

The above re-division of duties would make the school more effective in improving instruction and content, in accomplishing the administrative work, and in tying the school, students and staff more closely

together. Schools would vary these positions and duties to suit their needs.

The headships, which now number up to 25 and more in our largest schools, should be changed to five major heads and four assistants. There should be a head and an assistant in each of the four areas of study (Communications, Social and Environmental Studies, Pure and Applied Sciences and Arts). The fifth headship should be in the field of guidance.

The reduced number of heads would allow better allowances to be paid and real leadership demanded. In addition, since no specialist certificate exists in the whole area of study, the prime criterion for selection to a headship should be on the basis of leadership in education.

The principal, vice-principals and 5 heads would form a good executive committee for the school and ensure more effective participation in decision-making if the heads act as leaders in their areas.

The staff of a school in a differentiated staffing situation is a complex one composed of:

(a) teachers working in teams
(b) instruction assistants
(c) instruction clerical workers
(d) general aides
(e) parent volunteers and student assistants.

The teachers would work in teams by areas of study. The lessons taught would be in large group meetings (aided by instruction assistants) held by individual teachers. Those things which can be taught in large groups should be done in that manner -- affairs such as remedial work, etc., should be in small groups directly under teachers. By this means, by student free study time and by such arrangements as semestering, the teacher workload can be contracted dramatically.

The instruction assistants are those people who are experienced in education or who have special instructional skills can be used for supervision of study halls, marking of exams and essays, preparing instructional material and assisting teachers in the classroom.

The instruction clerical workers are a distinctly different group of secretarial help from those in the administration office. In fact, the secretarial allotment for school offices could be dropped somewhat because they are now doing considerable work in aid of the instructional program such as typing student work sheets, general mimeographing, producing examination papers, etc.

The general aides are those who work on a lower skill level requirement who supervise cafeterias, move equipment, set up rooms for special purposes.

The volunteers perform without pay in two main ways:

(1) They are in the same role as our present parent volunteers, involved voluntarily in schools for a few hours a week assisting according to their skills and interests, and

(2) Community consultants who come in on special assignment voluntarily to make a special presentation or perform a special task which only they, as experts, could perform.

There is, of course, a necessity to establish rates of pay by the hour or by the week, and the duties of the instruction assistants, the instruction clerical workers, and the general aides. Any concept of regular increments, annual (or monthly) salary or tenure should be entirely removed from consideration.

In this manner, the number of regular teachers would be reduced dramatically and the paraprofessional staff stepped up.

The costs may be the same but certainly not more than we are presently paying to run a school. The program should be significantly better.

A Typical Staff and a Differentiated Staff

(Enrolment approximately 1,850)

	Cost		Cost
Principal	$ 23,500	1 Principal	$ 23,500
2 Vice-Principals	38,200	2 Vice-Principals	38,200
1 Business Manager	7,500	1 Business Manager	10,000
27 Heads (allowances only)		1 Activities Director	10,000
13 Major Heads	25,350	1 Paraprofessional Staff Manager	10,000
3 Minor Heads	3,450	5 Major Heads (allowances)	15,000
11 Assistant Heads	9,900	4 Assistant Heads (allowances)	8,000
96 Teachers (excluding heads' allowances) $11,750 average salary	1,127,200	70 Teachers	822,500
		30 Instructional Assistants @ $100 - 125 a week	150,000
Total	$1,235,100	10 Instructional Clerical @ $75 - 100 a week	40,000
Total Staff: 99		10 General Aides @ $75 a week	30,000
		Total	$1,157,200
		Total Staff: 126	

These suggested changes are not unknown in Ontario. Principals should be urged and staffs should consider the substitution of paraprofessionals for teaching staff with a view to making the overall staff more flexible and more effective.

Principals should be urged to pursue this line of development.

It would be foolish to assume that a more restructuring of staff organization into different patterns would automatically give rise to innovation. All it does is restore flexibility and if

(1) the principal is a real leader
(2) the vice-principals are in a dynamic training posture
(3) the managers are efficient
(4) the staff is alive and dedicated and
(5) the paraprofessionals are truly supportive,

the best of all programs will emerge for the students without the traditional impediments we face. On the other hand, unless we change our structure, every innovation must be by an "add in" process in which every new thing we do is in addition to what we are already doing.

Recommendations

1. That the Department examine closely the Acts and Regulations with a view to removing the impediments to differentiated staffing.
2. That, if differentiated staffing is a viable alternative to present organizational structures in schools, then its operation ought to be part of principals, courses, in-service training programs, and within research possibilities in order that as wide a spectrum of opinion as possible be brought to bear on the subject.
3. That pilot schools be established to illustrate the possiblities.
4. That C. A. A. T.'s be urged to set up courses for the training of paraprofessional staff.

THE ELEMENTARY SCHOOL ORGANIZATION

Rationale

This Committee is convinced that the educational process in Ontario is being pursued effectively in almost all cases.

We do feel that if some considerable measure of success is being realized, it is in spite of some of our structures and methods. We also feel that we can do better.

Several factors have a direct bearing upon our effectiveness.

1. There is sufficient evidence that many of the difficulties which arise in later school years have their roots in the primary grades or even before. A revision downward in kindergarten age (and a subsequent shortening of the graduation age) together with a more effective input of resources into the primary grades would have considerable effect upon learning deficits and attitude development.

2. The present expenditure ceilings of the provincial government are purely mathematical averages as determined over the past few years. They are not expressions of what ought to be. Flexibility in the application of resources should not be difficult to obtain.

3. The serious reduction of class size in the primary grades cannot be accomplished even if only from a purely accommodation point of view. Further improvement must come from adding paraprofessionals, parent volunteers and back-up consultative services.

4. Because of the weakness of past teacher education programs, massive in-service training programs would be necessary if greater effectiveness and innovations would be required.

5. Our past patterns of program and selection devises has led us into a mammoth program of segregated special education classes. Figures from any board would reveal a tremendous imbalance between boys and girls. Either our selection processes are weak and they are paying too much attention to behaviour patterns, or the content is girl-oriented, or boys have some innate deficits.

These classes are expensive and, even in terms of observation, are not effective.

6. Elementary schools, despite the lower educational background of teachers, are lacking in in-school consultative services or detailed organizational structure in support of program.

These six points are the basis of restructuring the elementary school.

The principal should become again the educational leader with greater activity in the fields of program and in supervision. The vice-principal should be a back-up person to the principal in these fields not only as school input but also as a personal training device.

Each of the divisions, Primary, Junior and Intermediate, should have a Head of the Division noted for his or her leadership in the division. These people would act as consultants within the school.

In order to assist the staff in the primary grades, the use of trained paraprofessionals and parent volunteers within the classrooms in support of the program. Such additional staff requires a training program of some significant depth.

To free the principal from the overburden of administrative detail, a school manager directly responsible to the principal should accompany the routine administration of the school and keep the paraprofessional effort organized.

Recommendations

1. That the Acts and Regulations be altered to permit the organization and use of paraprofessionals in a meaningful way.
2. That Teachers' Colleges and C. A. A. T.'s be urged to initiate training courses for paraprofessionals.

3. That the Department of Education be urged to allow resources to be transferred between the panels provided the local board operates within the ceilings and provided that the interests of the separate school supporters are protected.

4. That special impetus be given to the study of methods and content in the primary division by:

   (a) the setting up of pilot projects involving special demonstration schools and classes to illustrate various approaches,

   (b) research investigation be focused on the primary division,

   (c) specially planned credit courses be designed for teacher in-service training in this particular area.

5. That a change of grant structure be made so that segregation of special education not be encouraged for financial reasons.

ASSOCIATED SERVICES

(Health, Social, Psychological, Recreational, etc.)

Rationale

The desire of the public for additional services is almost insatiable. This desire is often not accompanied by a desire to pay for these services in the form of taxation. Compounding this difficulty is the fact that in the field of education the public's expectation is very high indeed.

Educational systems have long recognized that their pupils bring society's problems to school with them. In addition, the physical, psychological and intellectual variances within the pupils have a definite effect upon their learning progress. In order to meet this spectrum of needs, most educational systems have broadened their basic services to include health, psychological, counselling, recreational and other services.

Increasingly, the educational system has become involved in the provision of the above services. It has done so for three basic reasons:

1. Difficulties in learning that students encountered could often be traced to social, economic or health problems that the school logically attempted to solve or compensate for.
2. The school system was a logical instrument to use to identify and attempt to cope with social and welfare problems because it provided a stable "agency" presence in a community.
3. Education resources were expanded considerably throughout the period following the Second World War to the present.

Many school systems undertook to provide the following services:

1. Early identification of mental health problems and disturbances.

2. Economic assistance to those students who suffered from economic hardships at home.
3. Provision of recreation facilities for areas that were weakly served by existing facilities.
4. Extension of education services to those in hospitals, home-bound, or handicapped physically or mentally.
5. An organization for the early identification of physical or mental health problems.

As a result they became involved in the following programs and personnel:

1. The employment of psychologists and psychiatric services to deal with children's problems.
2. The provision of supplies, bursaries, meals, clothing, etc. for students whose livelihood was near or below the poverty level.
3. The provision of gymnasia, swimming pools, playground areas, and the extended hours of use for school buildings.
4. The provision of home instruction teachers or educational facilities of a highly specialized nature, (e.g. schools for retarded children, crippled children, deaf children, etc.) together with the attendant rather staggering transportation costs.

Often because the facility or the expertise was present in the system, increasing demands were made upon the systems from outside.

It is argued by some that the public has already spoken and does not wish these services to be provided. We do not believe this to be the case. If the services already provided cease to operate in the school systems, a public "back lash" can be expected.

What is really required is not a withdrawal of services to children but a total co-ordination of existing offerings.

It is theorized that the total service package of medical, dental, social, psychological, psychiatric, recreational and other services could be unified under one management. This would bring the present disparate services together in an effective and efficient manner, and hopefully, eliminate unnecessary duplication and wastage.

Further it is possible and probably advisable to group these services in buildings adjacent to and/or attached to the local, geographically central school building. The potential of this arrangement in terms of availability, communication, co-ordination, etc. is staggering in its simplicity and scope. The co-ordination of agencies and the ability for a co-ordinated group to deal with all the problems of a student rather than treating these problems as separate and unconnected would itself be a great step forward.

In terms of funding and management, it is likely that a two-tiered approach to services could be initiated. The educational systems, as the first tier, would fund and manage the first level of services; namely - counselling, school library, physical and health education, parental liaison. The health and welfare services, co-ordinated as one department within the second tier, would manage and fund the total service program of medical, dental, psychological, social welfare, recreational and other services.

With the introduction of the County Board system in 1969, it became theoretically possible for more Boards of Education to provide those services which established systems had found so effective. Paralleling this rising concern in educational circles there has arisen a new awareness within the many agencies of society which provided similar services. It has become increasingly obvious to everyone that Ontario cannot continue to provide the unco-ordinated, unequal, inconsistent and relatively inefficient and ineffective services presently in effect.

Thus we find educational systems at a crucial point of decision. We must meet the totality of needs if learning is to be effective. We recognize that more and more concern is evidence from "early" education through all age levels. At the same time there is duplication of effort, lack of co-ordination and a dilution of effectiveness in terms of available funding.

In the face of this increasing requirement being placed on the educational dollar, all Boards of Education have been given definitive limits on the quantity of these same dollars. Many Boards of Education which had established, or begun to establish, additional services have had to give serious consideration to decreasing these services to stay within budget limitations. The situation is serious and requires a dramatic effort to ensure that all of society's efforts are co-ordinated. We cannot afford the wastage of human and financial resources which faces us today.

The provision of the total service package to all parts of our province, particularly the remote, sparsely populated areas, will require careful use of limited financial and staff resources. In order to make the services available to everyone, it will probably be necessary to "bring the service to them."

This could be accomplished by utilizing a mobile "total service clinic" involving health, dental and social services. In some cases the mobility will be limited and/or an adjunct to more permanent local offices but in others it will require complete and dependable service. In both cases the co-ordination and unity of service to the consumer is to be maintained.

The provision of psychological and special education service extends logically to the need for psychiatric services. The total service package must provide this dimension at geographical locations which are accessible or are mobile.

The upper tier of government must find some means whereby the service utilizes the very limited resources available to provide a fair distribution of same.

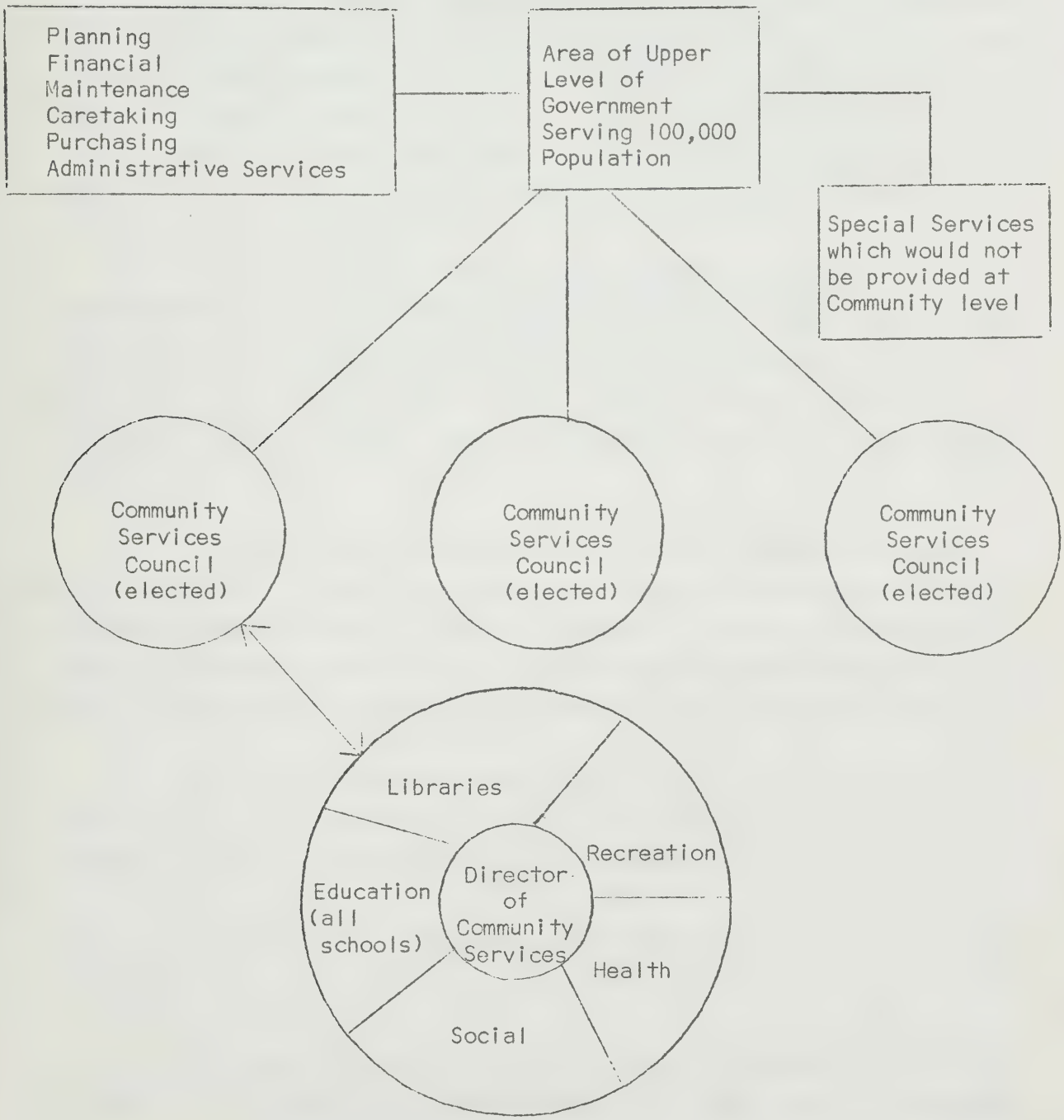
The provision of co-ordinated services in a community is a difficult one to implement. As someone has said, "It has nothing on its side except logic."

These services are provided now in a fragmented pattern with a multiplicity of organizations attempting to preserve their identity by emphasizing their separateness. Nor is this restricted to the local level. Provincial departments react in exactly the same way. It is hoped that the new "super ministries" of the provincial government will overcome some of the difficulties.

In order that an overview of the proposition could be seen, we are presenting a simple layout of such a co-ordinated plan. We feel it merits study.

We offer the following outline of an organizational structure which embraces the various community services we feel should be grouped under one administrative unit.

Membership made up from Community Councils, plus appointed Members



The essence of this structure is to place all community services under one administration. Education would have to give up the privileged position it now enjoys as a taxing body and become one part of a family of services with funds allocated by the Community Council.

This type of administration would permit the schools to concentrate on education, the health services would look after public and school health services and the psychologists which are now part of the school would be part of the health or social services. Libraries and Recreation services would be part of the same family and serve the community needs without competing with the school system or duplicating expensive facilities.

It is also proposed that the major administrative services for the community councils would be provided at the Area or upper level. The maintenance staff, the supervision of caretaking, purchasing, capital construction, bus transportation, special education such as schools for retarded or the handicapped, financing and planning would be at the upper level.

It would appear that a community of 25,000 population would be an effecient unit. This is large enough to support one secondary school and several feeder schools. Many of the health, library, psychological and social services for the community would be part of the secondary school plant. Recreation centres could be attached to the elementary schools.

The optimum size of an area government would be difficult to establish at this time but it is suggested that the maximum size might be 100,000 population or the equivalent of four communities.

In larger areas a region or metropolitan form of government might be required.

The composition of the different levels of government might be derived from the communities plus appointees from other levels of government,

e.g. municipal governments or provincial governments as, in all probability, the provincial government will be contributing the major share of the funds.

Recommendations

In order to consider the implications of a two-tier co-ordinated total service program as outlined above, it is recommended that the Ministry of Education, Ontario, in consultation with other provincial and local Ministries and agencies:

1. Establish the parameters of such a total services program;
2. Establish the jurisdictional funding and management responsibilities of the two-tier groups; and
3. Proceed immediately to implement the programs on an experimental basis at all levels choosing selected communities as a test basis.

EXTENDED UTILIZATION OF EDUCATION FACILITIES

Rationale

One of the favourite "whipping boys" of the press and the commentator is the idea that school buildings should be utilized more fully. Actually, most school buildings are hives of activity after schools close, are in use in the evenings for a surprising number of activities and many are open in the summer for educational and recreational programs.

The increased use of schools falls into two main categories:

1. The use of schools as educational institutions on a more expanded commitment.
2. The use of school buildings for community activities.

Considerable attention has been focused in past years on achieving greater utilization of educational facilities. The main reason for this interest appears to be economical as the public assumes there would be a significant reduction in educational costs if the schools were operated during the summer months. Practical experience in the few areas that have attempted year-round educational programs indicates no reduction in operating costs but, on the contrary, slight increases. However, in school areas where capital funds for new schools are not available, with a twelve month school year, pupil accommodation can be increased by as much as one-third with no additional capital outlay. The best reason for extending the school year appears to be the educational opportunities which such extension might offer for students and teaching staff.

The interest of the present government in this matter is reflected in the appointment of a special committee of legislators to study the year-round use of schools and colleges. Again it would appear that financial motives have prompted the appointment of this committee.

The economies to be gained from a reduction in capital, maintenance and operating costs represent a very small portion of the operational costs of a school system (5%). Increased expenditures for transportation and teacher salaries could offset completely the savings in debt charges, fuel and maintenance. (See Chapter V. of the O.S.S.T.F. Report of the Extended School Year Committee.)

Very little attention has been given to some of the educational advantages of a four-quarter semestered year and very little research has been done on public acceptance of vacation periods other than in the summer months. Most educators would support the concept of some semestered programs to permit more flexible course offerings, more opportunities for students to advance in relation to their abilities, greater opportunity for enrichment, greater opportunity for work-experience programs, less restrictive promotion policies. These factors will be of more significance as society's needs for job retraining increase. Community use of school facilities for adult education both day and night and for leisure time activities will probably increase as our work schedules slowly evolve into a four-day week. Our future concern will not be with unused school facilities but with the development of human resources which will need facilities every spare moment to meet the demands of a public hungry for learning and recreational entertainment. Whether or not these services will be charged to education or to recreation or to manpower retraining will have to be established.

In this respect thought should be given to the potential for development of teaching personnel by application of the semester organization plan. It would appear that greater opportunity would exist for teachers to be freed for a semester for upgrading or refresher courses rather than for a full year under the present system. With the improved supply of teachers, an effective internship program for new teachers could be introduced on a three month assignment to a school rather than a week as at present. Modest salaries could be paid by the Government for the internship period.

There appears to be little to recommend an extended school year if its purpose is to further accelerate the passage of a pupil through the school system. Under the present school organization bright, energetic students can gain a year by acceleration in elementary school and, through the credit system their secondary school requirements can be acquired in four rather than five years. With fewer job opportunities it may well be that schools will serve the purpose of keeping students from further increasing the ranks of the unemployed. This should not be an educational but a social responsibility. However, a semestered school year could permit secondary school students to participate in work-experience programs of a duration which would be meaningful to the student and the employer.

In the areas where they have been introduced, summer school courses for credits, enrichment or up-grading have been well received and economical to operate under the present grant regulations. Undoubtedly these courses will continue to expand and may very well serve the purpose of providing energetic students with the opportunity to acquire university entrance requirements in four years rather than five. As these courses are voluntary, the conflict with established vacation patterns becomes one of the family and not the school system. If a mandatory extended school year was established, there would undoubtedly be a major conflict between the school system, parents' vacation schedules and industrial vacations or shut-downs. Of more concern will be the reaction of the school system if the four-day week becomes an established life style. Many service industries will still be required to operate seven days a week and the reconciliation of the three days off to the school schedule will require complex reorganization with all or part of a school operating from Monday to Thursday or from Wednesday to Saturday. The school system will follow under pressure, whatever work-week pattern society establishes but there will be serious problems to resolve. Small classes such as Greek, Latin and shop subjects, will be unable to survive if half the pupils are on different schedules. The complexities of correlating school schedules to parents' schedules will confound the best computer.

However, if the four day week becomes a reality, it makes possible the retraining of personnel on a three day a week basis without loss of income. This could make a significant impact on schools and community colleges.

One further aspect of school utilization which must be considered is the shift system whereby two schedules are prepared for the use of one building. Many schools have operated on shift systems pending the construction of new facilities. In the Province of Ontario the need for more school accommodation will only be evident in the Ottawa area and the "Golden Horseshoe" as the dramatic reduction in the birth-rate which has already freed space in public schools will be projected into the secondary schools in the next few years. Capital costs and some operating costs can be reduced by operating a shift system but there are several disadvantages. The early shift has to be at school usually by 8.00 a.m. and leaves at noon, the second shift comes at noon and leaves at 5.30 or 6.00 p.m. If bussing is involved it means pupils are walking on roads in darkness both in the morning and evening during the winter months. The extra-curricular program, sports, drama, music and remedial work, is severely limited and the spare time which pupils have is frequently spent in unproductive activities. The amount of time for instruction is usually reduced and in the opinion of the majority of teachers polled in a survey of 10,000 pupils on shift programs, the calibre of work deteriorated for most students. Shift programs do provide opportunities for some students to combine a commercial work load with their school work but this places a strain on their stamina. Of some interest, though, was the almost idential reaction of students and parents in the survey that the shift system was not as good as the normal schedule, but neither rated it very far below.

In conclusion, it might be fairly stated that in the opinion of most educators, there is little financial advantage in extending the use of school facilities but there could be significant advantages for students and staff.

The effective use of school facilities for longer periods will evolve with the demands of society for increased job retraining and a more productive use of leisure time.

A further consideration of the extended use of school buildings is often carried on under various titles such as as Community-Schools Projects, etc. These movements are not to be confused in this paper with those who see the community school as one in which the local community appoints ad hoc committees to act as policy making bodies within the schools. This paper's consideration is one which preserves the integrity of the control devices as they now exist (i.e. school boards properly elected and being responsible for all policy and financial obligations of the system.)

There are many definitions which can be used when talking about the "community school". This fact became quite evident when the Youth and Recreation Branch of the Ontario Department of Education conducted a survey of Ontario asking Boards of Education for their definition of community schools. The definitions received were as follows:

(a) night school activities planned and operated by a school board;

(b) a 4.00 p.m. to 11.00 p.m. program initiated by a board of education for children and/or adults, including both recreational and educational activity;

(c) co-operative programs developed by education and recreation authorities to provide activities for students after the usual school day or term, and evening activities for adults;

(d) school initiated programs operated by school staff to involve parents in various enrichment programs designed for adults;

(e) a program of community relations, activities and education operated from a school base employing community development of recreational workers and school staff and involving community citizens, agencies, institutions and public services;

(f) school as an extension of the community becomes a focal point in community development. Objectives of this concept are to improve the quality of living, to use the community as a laboratory for learning, to make the school plant the centre of community living, to organize the curriculum around the fundamental processes and problems of living, to maximize involvement in school-community programs, to provide leadership in the co-ordination of community services, and to practice and promote democracy in all human relationships;

(g) use of the physical plant (internal or external) of the school by the school population, residents of the local or larger community, or by agencies and public authorities for activities originated and operated by any of these groups on a rental or permitted basis.

In general terms, all the definitions listed above are part of what a community school could be.

Schools make excellent community action centres for the following reasons:

(1) They are located to serve neighbourhoods.

(2) They have facilities adaptable to broad community use.

(3) They are owned and supported by the public.

(4) They are non-political.

Some of the concomitant benefits of a community school program could be -

(a) to enable parents and other adults in the community to gain an understanding of the school program and its relevance to the community;

(b) the opportunity for the development of neighbourhood spirit using the school as a focal point where people may meet to discuss the issue important to them and their families;

(c) the opportunity for the majority of our population who are not able to articulate their needs to participate in the public and social organizations of our communities;

(d) to develop a pride of ownership in our schools and other public buildings.

It has been suggested that in the future the "stand-alone" school building will be replaced by a building of public nature which will serve as an educational, recreational and social services centre for the community. The suggestion that "the present type school building will disappear" does not mean the literal disappearance of schooling as we know it but will mean modification of the present arrangement. New dimensions which will be provided in association with the school building will probably be the total panorama of those services required for community living. It is an inescapable observation that all these services which are currently being provided for a community are being provided under circumstances which make co-ordination and co-operation most difficult. The move toward a co-ordinated total-service program associated with the community school would require careful and considered direction. The role of the Boards of Education and their administrative leadership becomes crucial to the development of such a possibility.

We have become more and more aware of the need to provide educational opportunities that will enable the individual to take his place in the community in such a manner that is not only self-satisfying, but is meaningful to society in which he will live.

Although basic educational opportunities can be provided within the school building, it is not wise to conclude that "learning" can only take place in the building per se. We must consider using the entire community as a laboratory for learning.

For too long "the school" has isolated itself from the community and has only cautiously and with difficulty begun to move out of the security of its building for its learning experiences.

The move is being made now to tap the vast resources available to us in the community to help the learner to achieve his educational goals. This can be done by the school becoming more aware of the community which it serves and "moving out" to embrace these resources.

What is now proposed, is the development of a closer relationship between the school and the community by making a direct approach to the community for help in providing educational opportunities. Discussion should start now with the school personnel and members of the working community to establish possible ways and means of getting the student out into the community for learning purposes.

Thus we see the two-dimensional nature of the School-Community; the community utilizing the school and the school utilizing the community.

As more and more communities and/or educational jurisdictions develop their own school-community concept, it will be necessary to provide the proper funding avenues for these programs.

In the case of the community using the school facilities, there are definite costs which must be met by funds which do <u>not</u> come from ordinary operating expenditures.

Naturally, profit-making organizations can be required to defray the full costs of school facility utilization. All others must be supported in some manner. Two possibilities present themselves:

(1) local municipal agencies should be responsible for encumbering all or part of the costs as the situation warrants; funding sources could be directed to Municipalities for this purpose;

(2) the educational grants could be broadened to include a community-use of school <u>factor</u> which would offset the additional costs of this type of extended "educational" program.

Recommendations

1. It is recommended that a study of the four-quarter semester year be initiated, the pilot projects funded by the province and research facilities be brought to bear on the project.

2. The four-day week will be a part of the industrial scene in the late 1970's. Pressure to change the educational system to conform to this pattern will be irresistible ultimately. A thorough analysis of school plant, organization and program should be undertaken in anticipation of this need and to minimize any disadvantages which might arise and to maximize the flexibility gained.

3. Community use of schools should be encouraged but the costs involved ought not to be classed as "educational" costs and ought not to be encompassed under the financial ceilings of the provincial government.

4. Efforts to co-ordinate agencies (i.e. public health, libraries, recreation, etc.) at the local level should be encouraged, but any major success in this field is not likely to occur unless the respective departments of the provincial government establish the fact that co-operation and co-ordination are in fact the desirable goals.

THE COSTS OF EDUCATION

Rationale

There is no doubt that few topics have received as much scrutiny over these past few years as educational cost in general and government ceilings in particular.

School boards and their administrations have ben caught between the militant demands of teachers' federations and the "immovable" rock of the ceilings imposed by the Treasury Board and the Minister of Education. The quotation marks above are a tribute to the fact that when the teachers and the trustees cease fighting with each other over ceilings and both unite to attack the ceilings, some movement is possible.

Over the years patterns of operation, of structure and of expectations have been built into our educational systems. Much of this overlay on the educational scene has been sustained in the past by an expanding economy, a rising school population and a willingness on the part of the public to pay the cost. At this time, most of these facts have suffered change through erosion. We do face unemployment, taxes are rising to take care of increased demands for other public services, elementary school population rise is now stalled, and public confidence in the power of education to solve all problems and provide good jobs are facts with which we now live. Consequently, the share of resources to be devoted to education are in decline as a percentage factor.

Under the pressure of the ceilings on expenditures, boards of trustees and administrations are reacting in certain areas with some violence to educational priorities. In an endeavour to curtail costs, the drive is to save where one can rather than where one ought to and, as a result, some rather blunt instruments have been used to operate on the educational systems.

Our difficulties are easy to outline:

1. Education is a labour intensive activity and not as subject to technological improvement as a cost saving device as is industry. Even what little flexibility in labour saving re-organization is possible is hampered by federation protective activities and Ministry of Education regulations. It is only through regaining flexibility in staffing that savings can be made.

2. Inflation is a factor with which we live in all aspects of the enterprise. The average taxpayer is prepared for the inflationary spiral in the price of everything - except taxes. Yet the price of everything a board buys or does is subject to the same upward spiral as any industry.

3. Over the years the decline in pupil-teacher ratio has been significant and is a matter of record. Much of this decline has been the result of program improvement, special education expansion, development of technical education, etc. However, in addition to these worthy causes, the decline also reveals a certain weakness in negotiating procedures.

4. Educational jurisdictions have been expected to pick up increasing commitments in the forms of expanded special education, large scale involvement in the schools for trainable retarded, increased French instruction, etc. At the same time, municipal councils have transferred justice, welfare, hospitalization and assessment duties to the provincial level. This has created an imbalance of tax levy at the municipal level which has focused attention on the educational dollar.

5. At the provincial and federal levels, the "squeeze" has been put on because of the increasing demands for ecological and environmental controls, housing, local initiative programs, varieties of winter works programs, hospitalization, unemployment insurance, legal aid etc.

From limited budgets, the resources for these new services can only be found by partial re-alignment of existing finances in line with new priorities.

Against the background of these five major problems restricting educational resources (and there are many more contributing factors) must be seen the drive of the Ministry of Education for new curriculum guidelines, new courses, new subjects, individualized programs, equal opportunities in more rural areas in the fields of special education, etc. This dichotomy is no longer bearable.

Many boards must soon be in retreat from the program requirements of the Ministry.

Many arguments have been raised in this issue, many of them bearing emotional overtones.

1. The fear of loss of local autonomy by reason of the imposition of the ceilings is one which is likely to be overdrawn. Boards have always acted under a series of restraints. Ceilings are just one, but a significant one, more. As long as boards can maintain some major control of the application of the money they have, some valuable autonomy is preserved.

2. It is argued that in the recent election, the public has spoken out in clear terms that a cut in educational expenditures is what it wants. This part is true but what remains to be answered is whether or not the public if prepared to give up some of the services now rendered in order to meet this financial goal. The second part of this proposition has not yet been tested and will not be tested for another year or two when the withdrawal of some of the services will be complete.

3. Unfortunately, the ceiling formula is not a sophisticated one - or at least sophisticated enough to reflect local conditions.

The boards in most distress are those which are the ones in large centres with a wide offering of peripheral services. These services will have to be sacrificed in large measure if the ceilings are not made more flexible or at least recognize some of the more important variables among different communities.

4. Of unfortunate consequence is that many boards in times prior to the imposition of ceilings built in an overhead of desirable services and staffs which now are put in jeopardy. It takes considerable soul searching to sever the connections with many of the staff involved in these services particularly since the work accomplished is good and the staff members have rendered long and useful service. Unfortunately this must be done, and done with dramatic suddenness. Added to this fact is that many of these services have been provided at public insistence. The public reaction to their cessation will be interesting to watch.

In all fairness, an outline of areas in which significant cost reduction could be realized without damage to the educational process of the student should be outlined. It is not possible to go into all the ramifications of every point except to indicate that if action were taken in these areas and the resulting recovery of resources were spread over the remaining program, we could carry on with considerable effectiveness.

1. Reconsider some of our priorities. We believe that the leverage point in the educational process exists in the earlier grades of the elementary schools. Our present ceilings are a reflection of past practice in that they reflect average salaries and costs per pupil of several years in the past. The ceilings reflect what was instead of what ought to be. Transfer of resources to the major gain areas would be highly desirable even at the expense of other areas of the program, i.e. the intermediate division and the secondary school generally.

2. Reduce schooling from 14 years to 13. We are now one of the few jurisdictions which require 13 years of education beyond kindergarten.

A change to a total of 13 years would mean a province-wide reduction in the order of $130,000,000. It could be argued that with improved methods and techniques much of the present work could be offered in the shorter period of time. In fact, a surprising number of students do accomplish the program in the 13 years now by reason of both acceleration in elementary school and the credit system in high school. The year "gained" is one which young people could use to gain work experience or for travel before they enter upon further education or a career in industry and commerce.

3. The third major area of potential reduction is the extended use of para-professionals or educational assistants in our schools. We must recognize that the time of professional teachers receiving professional salaries must be more productive. When teachers were paid at a labourer's rate we did not worry about pupil/teacher ratio but we cannot ignore the cost of instruction today. Larger classes under an individualized learning program are not practical. The answer is to bring into the schools lay assistants trained to give help in the areas where the time of a professional is not essential. Such a system of differentiated staffing is treated elsewhere.

4. Our vocational educational program needs reassessment. This is not to be interpreted as a criticism of technical education. It has been a great asset to our youth to have opportunities for practical experience in the basic trades in the last 10 years when vocational education received substantial financial stimulus from both the federal and provincial governments. Our problem is that we became too sophisticated and we now have shops and teachers in our schools under-utilized. In another paper, the problem of technical education as trade preparation is discussed. Suffice it to say our shops are over-designed and over-sized. The equipment is in excess of what is common in the trade in some instances and the tangible results in time saved in apprenticeship is not sufficient to keep boys and girls involved in the shops to the senior grades. Usually they can save time by moving out into the trade early.

We must simplify our shops and load them with more pupils under the supervision of teachers and lay assistants. The same philosophy can apply to commercial courses. To pay a person $16,000 to teach typing has always been difficult to accept. The trade for smaller classes in remedial work is larger classes in typing.

5. Special education is another cost centre which few people have rationalized. Here again we place a limited number of pupils in a room because a teacher must deal with the pupils on almost a one to one basis. The Ministry's guidelines in class size are strict and the necessity for a qualified teacher is always stipulated. What advantage a grade 13 graduate with one year at Teachers' College has over a university graduate (i.e. in librarianship, nursing, home economics, etc.) is open to question but the requirement that everyone in a school for trainable retarded hold a teaching certificate is inflexible. In special education so much depends upon patience, understanding, affection and interest that those people gifted in the area should be welcomed despite artificial barriers and different levels of staffing at different levels of salary should be envisaged.

6. Special services which have been brought into the schools under the demand of the public probably ought to continue in the school where almost all children come and where they are in some organized arrangement. However, such services ought not to be a charge against the educational ceilings.

The provision of health and dental services ought to be performed by those departments or alternatively performed by boards and the costs allocated outside the ordinary expenditures of a board. Similar arrangements could be made with services of a welfare nature, social worker commitment, etc. It may be argued that the same money is being spent but when the provision of these services is operating against a ceiling for educational purposes, some priority must exist. On the other hand, the school is the most efficient place to provide such services.

7. Operational costs are controllable to a reasonable degree by use of contracted caretaking as an example. However, the operation costs are usually such a small fraction of the budget that significant savings are not possible.

8. The twelve month year as a cost saving device is at least questionable. The savings are minimal and in some cases, the costs have risen. The disruption of family life, vacation schedules, summer work for senior students (doubly necessary now that tuition fees have risen), etc. are all major upsets which it is unlikely the public will buy for the marginal savings involved.

9. Administrative Costs - the favourite whipping boy of press and public - must obviously come under scrutiny. A separate paper exists on the roles of headships and principals. Suffice it to say the numbers of and the salaries of supervisory officers must be examined. With the formation of larger units of administration we established organizations with supervisory or administrative staffs that frequently absorbed the available personnel. Many boards are now reassessing their organizational structure and some new patterns are emerging. The salaries of administration personnel rose sharply and became the target of much criticism in 1969. These salaries have been usually related to those of secondary schools principals and as principals' salaries increased, they pushed up the administration salaries. This differential will be reduced rather than increased as boards become involved in placing more responsibility and accountability on their principals. This may require organizational development training for teaching principals the skills of management but it is essential to the long range goal of schools responding to community interests and needs.

Another area of concern is the high administrative costs in secondary schools for directors, department heads, assistant heads and minor heads.

We all recognize that some of these appointments were a form of merit reward for above average teaching ability or as rewards in a teacher shortage situation. However, we must find more effective ways of doing things.

One of the major advantages of ceilings should not be ignored. Despite their present crudeness, they have forced boards to examine their present operations and to look at more effective ways of accomplishing things. Decision-making has been honed to a finer point and much soul searching has occurred.

If the ceilings are applied more intelligently and with increased flexibility, it may be looked back upon in the future hence as an incentive to innovation and decision-making long after the actual dollars in the ceilings have been forgotten.

Recommendations

1. That the ceilings be more flexible and take recognition of the special problems of certain jurisdictions.

2. That new programs and new commitments of boards which are promoted by the Ministry be adequately funded and the ceilings be adjusted or the programs be held in abeyance until such provision can be made.

3. That a shift of resources into the primary grades in particular be considered.

4. That the reduction of school from 14 to 13 years be studied in serious detail and the resources recovered be put into more adequate financing of other educational programs.

5. That differentiated staffing be encouraged by the province as a method of obtaining better program for the same money or the same program with less money.

6. That a major study of our technical education and commercial education be undertaken to determine their relationship to industry and commerce, their validity as an educational process in our present context, their equipment and staff.

7. That the present staffing arrangements and particularly those relating to special education be made more flexible and that class size be left to local board decision.

8. That special services, where they continue to be operated within schools, be a charge upon the departments of government concerned or, at least, be outside the ordinary expenditures for educational purposes.

LOCAL TAXATION

Rationale

Few administrators and board officials would deny that local education taxes have received high visibility and outright criticism. A considerable amount of this criticism has come from local councils whose members are far more politically oriented that the average member of a board of trustees. Local newspapers have often benefited by the "news" so generated.

Such criticism, often developed for its political or distracting factors, has coloured the local and eventually the provincial scene. It adopts a simplistic view which needs elaboration.

The commitments of boards of trustees have been rapidly expanding. Schools for trainable retarded, French language schools, mammoth increases in technical education, rapid development in special education have been added to public education and have all been part of this increasing commitment. The public has demanded or at least endorsed these additions. Such expansion has a price tag and, although the individual citizen wears many hats during the year, he cannot escape the implication that he must pay for what is provided. The alternative of not providing is not open to local boards. Schools for trainable retarded (and many other activities) are activated by provincial statute and regulation.

On the other hand, the commitments of local councils have been rapidly contracting. Welfare, justice, assessment are just three of the major items which have, in whole or in part, been taken over by more senior levels of government.

In such a divergence of commitment in which the responsibilities of one body are growing while those of the other are contracting, it is very easy and neatly political to focus public attention upon the large section of the local tax dollar which goes to support education.

But this is only part of the difficulty.

It is not unusual for a builder who builds homes in subdivisions within municipalities to face:

(a) a capital contribution in cash to the local council

(b) a 5% land dedication for park purposes (or cash in lieu)

(c) paving of roads including sidewalks and street lights

(d) all services including water, sanitary and storm sewers.

Such commitments amount quite frequently to a cost of $4,500 a lot to bring land to the construction stage. Needless to say, the cost is added to the cost of the house. Since the $4,500 is added to the top of the mortgage (unless the house is a full cash sale -- a most unusual procedure), it accrues interest over 20 years at current rates in excess of $8,000. Together with principal payments, this calculation means that the new homeowner is paying $600 a year to his mortgage holder for 20 years for services which local councils originally provided in the main from general revenues. Local councils have thus been able to transfer much of their tax load on new subdivisions to mortgage companies.

Education receives none of this contribution and yet it is upon education that ceilings are placed to control expenditures.

Most educational administrators find that, in the negotiation process, some major pressures on salary bargaining are generated from comparisons made by teachers and other staff of their salaries with those of municipal employees. When one adds to the comparison the serious disparity between the educational and other prerequisites for the jobs, the issues become even sharper.

It is now evident, and bolstered by recent American Supreme Court decisions, that the tax on local property has serious deficiencies. It is true that it is easy to collect, that it is highly visible, hard to dodge, and that it does force local evaluation making trustees responsive to local pressures. On the other hand, it does represent some inequality of resources to achieve educational equality; it does place pressures on persons with fixed incomes; it is not necessarily an index of ability to pay; and, by its very directness, it does represent an area of confrontation which all taxes should bear equally. One need only to examine the lack of impact on public opinion of wastage of larger sums of money at the Federal level caused by the indirect methods of levy. Or closer to home, one need only examine some notable university projects which relatively far exceed public education expenditures and which escape notice because they draw their support from sources not based upon property tax.

The local property tax is no longer a satisfactory base for any significant portion of educational costs.

Position

1. It is urged that a study be undertaken to find ways to remove property tax as a major base for support for education at the elementary and secondary levels.

2. In the meantime, provision should be made to free those persons who are elderly and those on modest fixed incomes from the effects of rising educational costs.

3. At the local level, school boards should participate in some equitable way in the capital contributions raised under subdivision agreements.

CONSTRUCTION AND COSTS

Rationale

At present, the need for additional school construction seems to be a minor consideration. Family planning and other factors have restricted elementary school growth to such a stage that far fewer classrooms (and teachers) will be required a decade hence.

Secondary school population will continue to increase because, first, the decline in the birth rate has not had time to reach the secondary schools and, secondly, the increasing retention of these schools, holding more and more students to higher levels of accomplishment, will given an appearance of apparent expansion for a few years still to come. In a further decade even these factors will start to fade.

These facts may cause us to feel that little construction will occur in the province and construction considerations should be minor. However, not all areas are in decline. Some communities will continue to expand if only by the sheer numbers of population increase caused in housing development. In addition, as new major housing developments occur, it will not be acceptable to bus to older buildings in other locations. New buildings will have to be erected to follow the population shifts. As population mobility grows, this necessity will become irresistible.

One aspect of the problem is constantly pressing upon us: old buildings which are uneconomical and not suited to modern programs are still with us. Few counties or cities do not have the 100 year-old "clunker" which a coat of paint makes presentable but which is uneconomical and an impediment to the educative processes. A serious study should be undertaken of the financing and methods of renovations to old buildings to bring them up to reasonably modern standards of modern programs. Even a cursory study would indicate that some should be demolished, the land sold, and new buildings be erected elsewhere.

Under these conditions new construction should occur and should reflect new programs and designs.

In order to provide a valid overview of schoolhouse construction over the next five years, one must examine several aspects of the total construction industry and the multitude of factors which will affect it. Consequently, we intend to take a look at the following factors:

1. Construction labour costs.
2. Management of the construction process.
3. Systems building techniques.
4. Traditional building techniques.
5. Domes, etc.

1. Construction Labour Costs

It seems almost redundant to make the comment that onsite labour costs are increasing at the rate of 10% per year and will continue to do so. This fact, however, has provided the impetus for most of the innovations which have changed school buildings and school building techniques over the past five years. It is the primary motivation for systems building, project management, design-built proposals, and has forced school boards, architects and engineers to reduce building design to those things which contribute directly to the function for which the building was intended.

There is no reason to expect a reduction in the cost spiral of onsite labour. Canadian labour rates for construction trades will be forced upward by the inevitable comparison with rates in the large U.S. cities, and international unions which control building trades in this country can be expected to encourage that comparison.

Under this inflationary pressure, the construction industry has been forced to improve management techniques and to reduce onsite labour as a percentage of the total job. The net result to the owner has been an increase in construction costs of approximately 5% per year which can be expected to continue into the foreseeable future.

While it is true that many boards have recently experienced a reduction in tender costs, it would appear that this is a result of the periodic downturn in construction activity and reflects a very temporary market condition. Upward adjustments of at least 5% will likely occur during the next twelve months as overall construction activity increases.

2. Management of the Construction Process

One of the major changes which has affected the industry over the past three years has been the increasing role being played by the contractor on the design team.

The need for this type of input became evident about five years ago when construction costs soared out of control and the solution to the problem was to integrate the contractor into the planning process so that accurate monitoring of costs could be maintained.

While architects have become more cognizant of factors which drive up construction costs, there is likely to be an increasing tendency to retain design teams of architects-engineer-contractor capability, especially on projects of two million dollars and up.

There will be a growth also in the use of performance specifications on which tender proposals can be submitted. When this type of tender is prepared and evaluated by a design team in combination with the owner and where the total owning and operating cost is the criteria used for evaluation, it is possible to obtain school buildings in the shortest possible time which represent a good investment of the taxpayers' money.

3. Systems Building Techniques

A construction "system" can be defined as any major component of the building which arrived on the site essentially pre-assembled and which will interface with other components with a minimum of onsite labour. An "open system" is one which interfaces with a multitude of other systems and in various building configurations. Conversely, a "closed system" is one which interfaces only with a specific adjacent system or within a specific building type.

With these definitions in mind, it is possible to examine what role will be played by "systems" in the construction process over the next five years and to rationalize the limitations of the S.E.F. systems.

There is no question that the single major development, over the next five years, will be the increasing use of building systems within the construction industry. They will not necessarily be the sophisticated "closed systems" of the S.E.F. type, but will be much simpler in concept and will be adaptable to a variety of building configurations. They will grow in popularity because they offset, to a significant extent, the problem of increasing onsite labour costs as previously discussed.

There is no other approach to construction within our conservative, slowly evolving construction industry that will dampen the cost spiral of onsite labour.

Development of "open systems" will affect almost all components of construction structural steel, windows and doors, hardware, ceilings and lights, exterior and interior walls, plumbing, heating and ventilation, electrical and electronic. In fact, there are many open systems available immediately - some of them developed through the impetus of S.E.F., S.C.S.D. and other such schemes.

Perhaps an observation should be made at this time about the impact of S.E.F. and about the benefits which have been derived from it.

There is no question that many architects, engineers and labour construction unions saw it as a threat to their way of life and perhaps it was doomed from the start for that reason alone. It failed, also, because it produced "closed systems" which are in many respects more inflexible than those found in more traditional building structures. For example, there is some doubt that it will be possible, in five years' time, to expand and modify the S.E.F. schools without "custom building" to match the existing systems.

To the extent that S.E.F. forced the "traditionalists" in the industry to review costs and to simplify school buildings, it has been worthwhile. To the extent that it has experimented with a total systems approach and has clarified the advantages and disadvantages of both open and closed systems, it has been worthwhile.

4. Traditional Building Techniques

For the most part, school construction will be conducted the same way five years from now as it is today. Most projects will not derive any benefit from significant changes to the standard stipulated sum tender call. The role of the client, architect and general contractor will not change significantly on projects under $1,000,000 although on larger projects some forms of project management will gain greater acceptance. The most significant development will be in the use of open systems as architects, engineers and general contractors become more systems oriented.

5. Alternative Building Types

Although schools which are built over the next five years will retain the institutional character that we presently find in such structures, there is another building form which deserves some consideration and that is the inflatable dome.

This particular structure offers vast potential as a cheap, fast enclosure for a relocatable school, a sports facility or, perhaps, even for a multiple use complex, housing all forms of social recreational and educational activity.

The present state of technology makes such structures possible and it seems inevitable that some government agency must undertake a test structure and carry it through the red tape of building code and fire marshal approvals. A relocatable school in an expanding school district could provide a good test vehicle for such a structure.

The technical problems of deflation, fire, acoustics, lighting and heating are fairly well defined and, if solutions to them can be found, then this new alternative could cut the cost of enclosing large areas by 60%. It is a building alternative which we must take seriously.

These considerations of construction ought not to blind us to the possibilities of rental and leased accommodation. Nor should we ignore the possibility of schools in apartment buildings and other places in areas of high density. With the present cost of land and construction with the resultant lengthy debentures, short term needs should be solved by other methods.

Recommendations

1. A study be made of population shifts and new trends in our social structure to determine building needs on a long range basis.

2. An analysis be made of the methods by which older buildings can be brought in line with modern programs and design.

3. We should be willing to close schools in areas in which the necessity for school buildings no longer exist in any economical scale. The land and buildings should be sold and new buildings should follow the shifting population.

4. The senior levels of government should be willing to undertake a study of simple, flexible systems approaches to building.

5. Plans for experimental buildings should be drawn which allow for flexibility (in size and additions) for relocatability (in order that it could follow the population) and in adaptability to modern programs.

TEACHER SALARY NEGOTIATION

Rationale

If local boards of trustees and local teacher groups were questioned, there is little doubt that the annual salary negotiation would rank highest in terms of frustration, irritation and disruption. With a few notable exceptions, bargaining is lengthy, beyond the length of ordinary union negotiations, and fraught with confrontation issues and lingering bitterness.

In some cases, negotiations are perfunctory and short. Such examples are based upon overt or covert price leadership and hence are not true negotiations. To negotiate that the local contract will be the same as that of Toronto (or Ottawa, or London, etc.) whenever it is settled is to avoid local confrontation but to focus extra attention on the bargaining in the crucial centres.

There are no easy solutions to this problem of negotiation procedures.

Most provinces (all but three) have granted to teachers the right to strike and in a few instances, this right has been exercised, usually without significant success.

Some provinces (i.e. British Columbia) have set up arbitration procedures. This past year, over 50% of salary requests went to arbitration and shortly one can see the possibility that almost every negotiation will end automatically in arbitration. This automatic progression toward arbitration in British Columbia arises from the double factors of a timetable of dates laid down in the Acts specifying dates by which stages of the negotiation would be completed, and a weakness in the procedure of arbitration by which the arbitration usually takes a midway position between the request and the offer.

This latter factor has caused teacher requests to be high and board offers to be minimal. For either side to make any concession of significance would be to compromise against itself the solution arrived at by the arbitrator.

Actually only a few of the arbitrations in British Columbia are meaningful. A few major ones establish the pattern and the remaining ones follow semi-automatically. The whole procedure raises the question of the desirability of one master arbitration for the whole province and, therefore, of the feasibility of provincial salary scales.

Some provincial governments have short-circuited the negotiation by placing a maximum percentage on any salary increases. Nova Scotia has most recently moved in this direction. Other provinces, i.e. Ontario, have placed ceilings on total board expenditure and have hoped thereby to exert internal pressure within the budget on salaries. All that has been achieved is a stepping up of bitterness and confrontation as staff press for increasing portions of limited resources. The British Columbia method of referring expenditures over the "ceilings" to local referendum is really no solution. Local votes are lost almost universally.

The position of the Ontario government in the handling of ceilings is quite clear - the ceilings will rise in diminishing amounts to only 3% in 1973. Such a situation cannot fail to result in crisis situations and confrontations on a massive scale. A rise of 3% in ceilings when:

(a) the economy is rising by 5 or 6%,

(b) inflation and rising taxes consume more than 3% annually,

(c) elementary school teacher qualification is rising dramatically and is not adequately accounted for in the formula,

(d) teacher experience is rising as the surplus of teachers causes a significant diminishing of new teachers entering the schools of the province,

(e) additional services are being demanded of schools without adequate provision in the grant formula, i.e. the full time attendance for retarded children from 5 to 21.

It is argued that public support exists for curtailing educational expenditures. There is no doubt that this is true. The resistance to educational taxation is largely based on the fact that it is directly levied on a property base and subject to influence by pressure. Federal taxation, levied by deduction, and provincial taxation, levied indirectly, face no such high visibility profile. The one thing which has not been resolved is whether the public, in its resistance to educational spending, is prepared to give anything up to achieve economies.

While recognizing that economies could and should be made in many areas, it is only rational to realize that an increase in ceilings of 3% 1973 will result in some withdrawal of services. At that time, the public's call for reduction in educational spending will be tested against its sense of priorities.

Several changes in structure, in schedules, and in role description have occurred recently which will have an effect on future salary negotiations.

The differentiated staff is with us and will become a significant feature in the near future. The full concept of staff differentiated by roles into professionals and paraprofessionals of many types is the major device of the future for obtaining more program for the same expenditure. This movement does mean that paraprofessionals will in future do many tasks which teachers now do and thus some teachers will be replaced on the staff by persons of special but different skills. This transition will not be an easy one.

Similarly, merit pay is with us.

Merit pay is not yet established in a meaningful way but, as confidence in its application grows and skill is developed in assessment procedures, the growth of the procedure will be certain if unspectacular. How the demands of merit assessment will be resolved in the light of attacks on the number of supervisory personnel is one of the questions of the future. The major problem will be to establish the bona fides of the system in the eyes of the public and of the educational community. Merit pay which is automatically granted, which only goes up and never down, which applies to almost everyone -- these aspects which are implicit in some existing schemes will compromise the whole movement.

The decline in professional staff requirements as a factor of a declining elementary school population and of the rise of the differentiated staff will be only partially offset by an increase in adult education and a change in the Superannuation Act. We do face a surplus of teachers and, if the suggested Ontario Basic Teaching Certificate comes to fruition, the surplus will be positive and at both levels. This surplus is not likely to have any marked influence upon negotiations. The "market" in teachers does not reflect a free moving response to supply and demand. As a closed society or "closed shop", the existence of a surplus of teachers outside the bargaining unit is of little effect (except perhaps psychologically) on the internal negotiating procedures.

The "negotiation" of working conditions is an issue which is constantly before us and it is not likely to be resolved easily. Few teachers realize that every dollar which goes into working conditions (and changes in class size, pupil-teacher ratio, etc., cost staggering sums even if they are not highly visible expenditures) is a dollar less on salary. With provincial ceilings, there is only a limited sum of money to divide. Few trustees recognize the cost implications of fringe and working condition settlements. A spare period a week costs $300 a year for each teacher at the high school level just as surely as a $300 raise.

Both teachers and trustees recognize that the negotiation of working conditions does affect the flexibility of the board to manage the enterprise. But incursion into management flexibility is what all negotiation is about. This issue is not resolved and will likely form a lingering aggravation, perhaps of increasing intensity, over the years ahead.

The role of the principal in negotiations is one which stirs more emotion that the issue might merit. Trustees see the principal as a managment person who is part of the bargaining unit; teachers see the principal as the head teacher. This dichotomy is unresolvable. General observation is that when the principals take an active part in the bargaining unit, they do exercise a responsible and moderating influence. When they are out of the bargaining unit, they cease to exercise this influence. Of course, the most deplorable state is to have principals in the bargaining unit as passengers making no contribution in any way. Such principals are parasitic upon their federation and are non-persons as far as the board is concerned.

Although many more factors influencing negotiations could be cited, only one will be developed. The vehemence with which the panels (particularly the secondary panel) insist upon separate negotiations can only give evidence of how fundamental the issues are to the separateness of their own organizations at the provincial level. The federations, despite many professional activities, derive their loyalty and support from their members on the basis of their roles in salary and protective activities. Combined negotiations would threaten this separateness.

The rise of the Ontario Basic Teaching Certificate would remove one of the real but artificial barriers among federations. At that time, the separation of negotiations will be less defensible.

Recommendations

1. We feel that annual negotiations lead to endless bargaining in which one negotiation ceases as another is made ready to begin. A procedure of longer term settlements must be found.

2. There should be either:
   (a) A negotiation in which teachers have the right to strike, and the procedure accepts compulsory arbitration, or
   (b) Area or provincial salary scales, negotiated by area or provincially by federations and trustee representatives, such a salary scale to reflect geographic differences, cost of living variations, etc.

3. It is necessary that ceilings on expenditures, if they exist, should provide adequate resources for teachers' salaries to keep pace with the economy.

4. An adequately researched merit pay plan should be devised and presented for discussion outside actual negotiations. A provincial, joint study could present the issues in a meaningful way to the province as a whole.

5. A study should be undertaken concerning the salary scales, bargaining procedures and organization of paraprofessional staff in a differentiated staffing pattern.

6. Steps should be taken to study joint negotiations with all federation groups and that the separateness of the federations be modified in favour of a much stronger Ontario Teachers' Federation.

7. Principals should remain in the federation unit and be urged to participate fully.

8. It is urged that, as inevitably must occur, when working conditions are being "discussed" or negotiated, trustees and administrators examine the true costs and implications of each item. A study document should be prepared outlining the true parameters of the issues.

9. Regardless of whether the negotiations are local, by area, or provincially, boards should develop reliance upon professional staff in negotiations. Failure of senior administration to play a role in this situation is an invitation to boards to bring in professional negotiators responsible directly to the board.

TEACHER CONTRACTS AND THE TEACHING PROFESSION ACT

Rationale

Teacher militancy over the past decade has carried the dichotomy of profession-oriented versus union-oriented activity well beyond the point of being an academic argument.

The Teaching Profession Act embedded certain professional attitudes in the relationships between the teacher and his board, his students and his colleagues. On top of these professional attitudes has been added a number of "weapons" which are distinctly copies of ideas in the Labour Relations Act.

Teacher negotiations suffer from the fact that each teacher holds a specific and individual contract with the board. And yet all teacher employees of a board use the devices of collective bargaining and sign what are in effect collective agreements. No part of the act or regulations recognize the present form of negotiations.

This is not to say that teachers' organizations should become either a professional or a union organization but only to urge that they not be both at the same time. If the union orientation is the way of the future, teachers could bargain for:

(a) salary and fringe benefits
(b) conditions of work
(c) grievance procedures
(d) seniority

and use the recognized collective bargaining process.

But what union has:

1. Individual contractors with each member.
2. Permanent contracts.

3. Section 18(1)(b) of the Regulations made under the Teaching Profession Act

"A member shall on making an adverse report on another member, furnish him with a written statement of the report at the earliest possible time and not later than three days after making the report."

4. Boards of Reference on dismissal?

Regardless of the resolution of the above situations -- situations which require that teachers participate in determining a rational position -- there are some specifics which need immediate attention.

Although it has never been tested in law, the teachers maintain that the contract only specifies curricular duties to be performed, leaving the extra-curricular activities to be voluntary activities which can be withdrawn at any time without loss of pay (i.e. work to rule). Boards maintain that extra-curricular activities are in the contract.

The standard teachers' contract states:

"3. The Teacher agrees to be diligent and faithful in his duties during the period of his employment and to perform such duties and teach such subjects as the Board may assign under the Acts and regulations administered by the Minister."

Many boards feel that "such duties ... as the Board may assign" include extra-curricular activities.

However, section 37 of the Elementary and Secondary Schools -- General Regulations, which deals with the duties of teachers, makes no mention of extra-curricular activities. In fact, boards point out that teachers in the hiring process are usually asked about the extra-curricular activities they can do and that the answer to this question is part of their success in obtaining the position.

In addition, principals have often given some time within the timetable to compensate for the efforts of coaches of major sports, etc. Boards also maintain that in a modern school the definition between curricular and extra-curricular work (i.e. between math classes before 3.30 and remedial math work after 3.30) is so blurred as to be meaningless.

The issue needs specific resolution because it is a cause of specific disagreement of considerable proportions. This paper does not contend that it should be resolved one way or the other but only that it must be resolved. The matter could be clarified by a change in the contract wording, a change in the regulations or an additional statement attached to the contract.

Also in need of clarification is the meaning of the permanent contract and the utilization of the Board of Reference. By tradition (if 25 years constitutes tradition), the permanent contract has come to be looked upon as appointment to a lifetime position and that the contract can only be severed by warnings giving highly specific, written causes for complaint, followed by a time (usually a year) to cause improvement, followed by a formal motion of a board, again specifying the details of the teacher's inadequacy and that these reasons are actionable in front of a Board of Reference or in a court of law.

The Board of Reference, granted on the approval of the Minister, involves the appointment of a judge, the naming of two representatives (one of the board and one of the teacher), the use of legal counsel on both sides and a judicial hearing. The procedure is long and costly. In fact, counting both direct and indirect costs, it could easily cost five years' salary to remove a teacher from a permanent contract.

Teachers on a probationary contract are not necessarily entitled to reasons if the contract is ceased -- certainly not reasons which could be carried to a Board of Reference.

Reasons ought to be given in the hope that improvement might occur, if there is a significant weakness in the teaching process. On occasion the reasons given, although the teacher is not entitled to a Board of Reference, are being taken to civil court.

We have passed beyond all rational limits in the use of devices to ensure tenure for teachers. Teachers do need strong protection but the present situation is quite ridiculous.

One other aspect of the Teaching Profession Act which needs close review is the present structure of the professional organizations. It would not be incorrect to say that the major strengths (salary, discipline, etc.) reside in the five affiliates and that the Ontario Teachers' Federation is the holder of residual powers. In local areas, this division results in significant defeat for almost all efforts at staff integration, joint discussion of policies and salaries, combined professional days, etc.

It is true that these differences are based upon dramatic differences in qualifications and status but these differences are now ceasing to exist.

At the present time, a concerted effort of all teachers in one organization in the cause of education would be a major contribution to the welfare of the students in the schools.

Recommendations

1. The teachers of the province should be requested to choose their role -- a professional organization or a union -- and once the choice is made, the activities of the organization should remain within those limits.

2. Among the items to be resolved in (1) above is whether each teacher has an individual contract or all work under a collective agreement.

3. The standard teachers' contract should be studied and amended to include specifics in relation to the duties to be performed.

4. The Board of Reference Act should be amended to speed up the procedures, to simplify the activity and to lessen the costs involved. A simple judicial hearing with or without counsel would be one step in the right direction.

5. Considerable gains in integration and flexibility would be made if the teachers were in one federation (with separate interest groupings) but with the major strength being with the O.T.F. rather than with the affiliates.

INNOVATION IN SCHOOLS

Rationale

Much discussion occurs annually on the necessity of innovation and flexibility in our schools. It is obvious that we must be adaptive to change if we are to keep abreast of the constantly shifting nature of society as a whole.

Balanced against this need for change is a necessity to have some fundamental stability in certain areas. Some of the over-emphasized credibility gap, which exists between the public's image of education and the realistic possibilities of the field, stems from the apparently wild swings which occur and on what the public feels is minimal research and evidence.

Almost all supervisory officials have as one of their major concerns the consideration of ways of influencing the educational process for the benefit of students in schools. In this pursuit, many issues are considered and most frequently changes are made in the light of research, evaluation and collective professional judgment.

Many of these decisions are important in the context of specific programs and the results, if favourable, have effect in a limited area. It is true that all such gains are incremental and that the cumulative effects over the years are obviously positive.

However, much disappointment arises from the fact that significant change is exceedingly difficult to achieve. We have attempted to isolate the reasons for this fact. Several emerge as worthy of consideration.

1. We can make tremendous organizational or structural changes, but if what happens in the classroom is not reflecting the changes (i.e. if teachers and students do not work in new ways), little of significance happens.

For example, we can structure a credit system for high schools but if the change means merely a regrouping of the same content taught in the same way, no effective innovation has occurred.

2. Many of the innovations suggested are building upon foundations which are questionable. Drives to improve remedial programs at the high school level are necessary but are often concerned with improving what we are doing rather than considering whether we should be doing it in this way or even whether we should be doing it at all.

3. Many of the changes are introduced in piecemeal fashion or in isolated areas in such a way that the total program of the student is not affected.

4. Frequently, changes are introduced without a pre-tested situation or a terminal evaluation, so that the success of the activity remains purely as a value judgment of those involved in the program.

5. Few changes are carried out in such a systematic way as to envisage serious professional development and training of teachers as a necessity and the development of specific programs and materials as a part of the preparation.

For these and other reasons, change and innovation have always been less effective than one might have hoped (and usually better than one might have feared). Therefore, we do not wish to submit a paper outlining the many interesting changes which could be made on a peripheral basis. There are, however, certain significant problems which do confront us and which frequently indicate trends in thinking rather than positive positions taken at this moment.

To use the present H.S.I as an example, we have moved from a rather too restrictive subject choice pattern to one which has no bounds at all. It is possible now for a student to progress through secondary school with no English whatsoever, no History, no Math or Science, etc. It is true that principals are urged to offer proper guidance.

However,

> "4. The student and his parents must assume responsibility for curriculum choices made contrary to the advice of the principal and his staff." P.9 - Circular H.S.I, 1972-73.

In the four groupings or fields of study, we do not believe that under Communications a student should be able to choose data processing or drafting as a total substitute for the study of English.

On the other hand, we do not wish to return to a prescriptive core of English, History, Geography, French, Math and Science which existed in practice a few years ago.

We would express apprehension that in the future, the present H.S.I could present a smorgasbord offering lacking any core and devoid of sequential learning experiences. Our students are still at this moment living out patterns of subject choice which have existed for some time. Students of the future will not necessarily be influenced by such patterns.

It is our belief that H.S.I has redressed some real ills but in doing so has moved too far.

We would urge that a proper step would be to ask for four English credits; one credit in Canadian Studies (at any level) and either one credit in Health and Physical Education in which the messages of sex education, drug abuse, smoking and similar social problems are discussed or a series of non-credit presentations which achieve the same purpose. We would feel that this arrangement would be a desirable, if minimum restoration of the situation.

It should not be assumed that the four English credits represent a return to some of the English courses formerly offered. We still maintain that subjects should be offered at a level and with content of a meaningful nature to suit the various levels of ability and interests of students.

Of similar concern is an area in which we find little movement.

A strong case could be made for shifting the starting age of school (and also the graduating age) downward.

This suggestion is one in which movement must occur some day. It is demonstrable that children today are healthier, taller and stronger than they were 50 years ago. They mature faster; their "experiences" (by reason of communication media) occur earlier; whenever they are in trouble with the law, it is at an earlier age; etc. It is evident that the whole process of maturation is speeding up at a significant rate. Yet we continue to admit students to school at the same age as we did 50 years ago. Equally indefensible is the fact that we admit only on an age basis as if every child were at the same stage of development at the same age. Perhaps "age-admission" is a protection against over-zealous parents who are emotionally involved, but it is an observable fact that more and more children are entering kindergarten with reading readiness already achieved and some reading skills already developed.

At the other end of the scale, an earlier start implies an earlier end. We all tend to preserve a protective cover over children for as long as possible and the concept of students going on to university, work, or C. A. A. T.'s at 16 seems repugnant. Yet if our programs to develop self-discipline and internal motivation are succeeding, such a process ought to be possible and desirable.

As has been stated, the admission of children to school at differing ages and at an earlier point in time is fraught with such legal implications that it could not be implemented by a local board. For example, what happens to a student age 15 who has completed 12 years of schooling, has a graduation diploma from grade 12 or even from grade 13 who wishes to quit school and enter the work force. The legal school leaving age is inflexibly 16 by provincial statute.

Many educators are concerned about weakness in our special education offerings. We have offered an increasingly wide number of services in this area. The Reports of the Minister of Education over the years show that, even on such gross measurements as pupil enrolment, the movement has grown by leaps and bounds. No doubt the time has now come to examine the situation. Several major questions arise and need research and answers:

1. The imbalance of boys and girls (Halton County figures - June 1971)

	Boys	Girls
Opportunity	430	210
Special Vocational High Schools	534	267
and even in Perceptual Handicaps	101	21
but in Enrichment	143	125

   Are the faults in selection those of testing, teacher expectation or behaviour?

2. Some research exists to indicate that we are overselecting, often by very dramatic percentages. If this is true, then some significant integration appears in order. The facts need to be established. However, the situation exists that, although the Ministry of Education urges increased integration, it only pays grants for special education if the classes are segregated.

3. The rigidities in class size as laid down by the Ministry, in teacher qualification in the regulation, in grant structure, etc., represent a rigidity of structure which must be overcome.

One of our most vexing problems is the relative imbalance of the ceilings. This is not a plea for more ceiling "headroom", although an appeal for a more intelligent and more flexible approach to ceilings would be in order, but a recognition that the ceilings are purely based upon the averages of past experience rather than what ought to be.

The divisions between the "panels" of elementary and secondary are explained and perpetuated by

- separate federations
- public and separate school divisions
- teacher training processes
- teacher qualifications
- school organization

  etc.

There is general agreement that many (if not most) of the learning deficits in students have their roots in the primary grades. Similarly, value establishment has become well developed before the junior division is started. In fact, many observers of the situation would claim that the real "scene of action" in both learning difficulties and value establishment occur well before age five.

We, however, place our resources at the upper end of the scale, where it is needed, but less crucially than in the early grades. A ceiling (1972) of $595 a pupil in elementary school and $1,100 in secondary school (modified in a relatively minor way by various factors) is a serious impediment to placing our resources at the point in a child's education where most leverage can be exerted.

The nature of past practices, the militancy of the secondary school teachers, etc., are excuses for preserving the present situation and not valid reasons for foregoing a conviction.

One of the greatest impediments to innovation in the province lies in the teacher training institutions. Past committees on teacher training have failed to emphasize the role of the teacher training institution as a change agent. Most innovation in schools and classroom flounder on two rocks -- the first is the lack of flexibility in outlook and lack of background in the foundations of education on the part of many staff members and the second is the lack of practical research capability to evaluate information and results.

Few significant, large scale innovations can be undertaken without provision on a rather lengthy and elaborate scale for in-service training, some of which is always necessary, but not to the extent now required.

This "simple" change in teacher training institutions would require that fundamental changes occur in these institutions such as staff changes, large numbers of "term" appointments rather than tenure appointments, attachment of a research and development capability, etc.

One of the significant moves in curriculum and in some other areas of decision-making is the announced intention of the Ministry of Education to focus increased power at the school level. Curriculum development and program revision have many values when developed with teacher participation. Many excellent programs of local importance are developed and these have particular appeal to students at the local level. In addition, curriculum development on a participation basis is one of the most effective forms of in-service training. Regardless of the quantitative production of program, the in-service value to teachers make the local development of program worth the effort.

As we survey the scene of innovative practice in Ontario and compare it with that of other jurisdictions, we are greatly encouraged. A catalogue list of important and new contributions in subject fields, in methodology, in organization, in building design, etc., would fill many pages of outline. It pays great tribute to those staff members who are truly creative that so much activity is afoot. Those of us who travel widely and are, therefore, able to make comparisons constantly realize how much Ontario, in a rather quiet way, is in the forefront of quality and innovation on any basis of comparison one wishes to use.

It is our belief that except for the extra financial input into in-service training, perhaps some instructional material and the costs of evaluation, almost all innovation should be within our present financial framework.

Most significant innovations are the result of an outpouring of creativity and thought as opposed to the large scale use of extra-financial resources.

Provided inroads can be made on the innovative teacher training program and, by use of the provincial pool of resource monies, a practically based research and evaluation procedure can be developed, even greater progress can be made.

Recommendations

1. That the fundamental premise of freedom in H.S.I be reconsidered to allow for a minimal core of study of one credit in English for each year at school, one credit in Canadian Studies and one course (credit or non-credit) in Physical Education in personal and social problems.

2. That the Ministry continue the policy of local participation in curriculum (within guidelines) in order that the courses mentioned in (1) above will be meaningful in terms of the student's ability and interest.

3. That the present rigidities in the starting age and graduating age of students be studied to establish the validity (or otherwise) of our present practices.

4. That the present rigid regulations regarding class size, teacher qualification, etc., in the field of special education be changed to allow more flexibility.

5. That research be undertaken and the results developed for school use to explore the problems of special education including selection, remediation, imbalance of boys and girls, etc.

6. That the ceilings cease to enshrine past practice when the majority of money and the most highly qualified personnel were concentrated in the upper levels and have the flexibility to allow the concentration of resources in the primary and junior divisions of the elementary schools where most of the real leverage exists.

7. That teacher training institutions become leaders in the field of innovative practices. This simple statement requires a major change in staff, staffing practice, research capability, practice teaching methods, etc.

8. That the move of the Ministry to maintain curriculum guidelines but allow local curriculum development on a wide participation base is soundly conceived.

9. That publications of descriptions of programs and situations of a creative and innovative nature in Ontario be established and widely circulated.

10. That some provision be made to fund in-service training and evaluation procedures in regard to important experiments and innovations from outside local resources but that in all other aspects these be expected to live within existing ceilings.

11. That pilot schools and classes be established throughout the province to be used in in-service training situations to show activities in use which are far in advance of the average operation and along various lines of approach.

THE PROVISION OF FRENCH INSTRUCTION

Rationale

Probably no major area of the curriculum in Ontario schools has received less scientific study than that given to the position and effectiveness of instruction in foreign languages. This fact is attributable to many factors, three of which are:

1. There are political and emotional overtones to the teaching of French in Canada which exists outside the educational context.
2. A foreign language component of a liberal education has been traditional in European education and has been transferred into Canada where the language proximity is not as valid.
3. The literary curriculum which is still the foundation of a narrow definition of a liberal education dates to a time when secondary school students were a more highly selected group.

The halo of virtue which has surrounded foreign language instruction has inhibited some of the sound research which ought to be going on in this field.

Historically, it is only a few years since a foreign language at the grade 13 level was required, almost universally, for entrance to university. Regardless of course, of the necessity to ever take a further language course, it was a demand rigourously applied that all who wished entrance had to produce evidence of grade 13 foreign language. This insistence was propped up by a number of arguments, most of which were specious. For example, scientists had to be able to converse with each other across the language barrier when, in reality, scientists of different disciplines cannot readily converse with each other in English. In an age of almost instant translation the point loses even that little justification which it once might have had.

Perhaps the really basic idea was that compulsory French was a lingering concession to the literary curriculum which once (and partly still does) held a stranglehold on secondary and tertiary education and, in comparison with which, all other curricula were considered but crippled versions.

The net result of this process was that French became a "compulsory option" in the high schools of Ontario and, in fact, across large sections of Canada, as we learn from Education Canada, CEA, June 1969.

"From those included in the survey, we discover that 91% of the boards have established some kind of French program." (Page 2 of A Canadian Survey.)

Under such a system and with such a tertiary education entrance requirement (even for those students who would never subsequently take a modern language lesson again) violence was done both to the student and to the subject.

Violence was done to the student because large numbers realized that they were fulfilling a purely artificial requirement and, since their interests lay in other areas, such as mathematics or science, they went through the motions of compliance (and not infrequently failed).

Of more importance collectively, the subject had to be geared to a mass offering at such a mechanical level as to enable the "non-language" student to pass provided he had put forward effort. Even the brilliant language students were thus hampered by the reduced speed and level of competence demanded.

Happily the almost universal demand for a modern language has been removed and the numbers taking the subject are dramatically reducing while, as might be expected, the "quality" aspect of the program is rising.

When the subject reaches a stage in which the only students studying it are vitally interested, then really serious demands can be made of the process. That stage is still some time in the future.

In the meantime, the aims of the program, the evaluation of its effectiveness and the research into its methods leave much to be desired.

The aims of a French program are outlined in the Curriculum I-15 A (7) Grade 7 French program and reiterated in successive grade documents. The general aims are under three groupings of (1) Attitude Development, (2) Linguistic Objectives and (3) Cultural Objectives.

In the main, these objectives are quite questionable at this time.

To quote in part:

1. Attitude
   (a) A major aim of a French program, therefore, should be to foster goodwill toward, and understanding of, fellow Canadians who speak French.
   (b) ... help the student to appreciate the difficulties of children learning English as a second language.
   (c) ... result in rewarding experiences ...
   ... promote favourable attitudes toward second language learning at higher levels.
2. Linguistic Objectives
   ... to develop competence in hearing, understanding, speaking, reading and writing French within the limits of the course, for the purpose of direct communication with native speakers.
3. Cultural Objectives
   ... to increase the pupil's awareness of the way other people live, and of the way they think and express themselves through the medium of their language.

Most of these aims, worthy as they are, are not seriously fulfilled by our present program. One does not gain goodwill towards French-speaking Canadians by the route of French irregular verbs. A history course, sympathetically designed and presented, would be an infinitely more effective tool to accomplish this goal of "goodwill toward and understanding of" fellow Canadians who speak French.

Most memorization of vocabulary, exercises in verb endings, etc., are not "rewarding experiences" or productive of "favourable attitudes" but are accepted as the necessary hard work leading, hopefully, to a later day when the literature of the language can be revealed.

It is our experience that French is taught better and more effectively than it used to be and to fewer students but it still is a long way from equipping the students to either converse with French-speaking people with reasonable facility or reading the serious literature in French.

If these statements above are the true aims of the course, they are not achieved in any significant way over the broad group of students involved.

Our weaknesses are several:

1. Our language teachers should either be products of institutions using French as the language of instruction or it should be a requirement (as it is in some European countries) that at least one year of a degree course in languages be spent in the country whose language is being studied. Our present staff members in some instances are not fluent in the language (although their literacy background may be adequate). Of serious concern is the lack of idiomatic fluency and ease of use among the elementary school teachers of oral French.
2. In the matter of content, our difficulty is the factor that a small period of French every day is soon lost in the overwhelming impact of communication in English which is beating in on the student.

The limited amount of daily time devoted to French imposes serious restrictions upon individual student attention at both the elementary and secondary level.

3. If understanding is our aim, we lack a Canadian approach to history which deals with the background of the Canadian mosaic in detail and in balance. Much of the history of French Canada, as taught in English and as written in English textbooks, is treated in a simplistic and superficial way and frequently with subtle inferences of commission or omission which fail to develop a true perspective. Evidence could be produced to find that the preoccupation of the French approach with the Ancien Regime and with Quebec itself has denied them of a balanced approach to Canada and its identity.

4. One of the most effective methods of producing language facility and mutual understanding is the development of a series of lengthy student exchanges between English-speaking communities and French-speaking communities. It might be a desirable activity to offer to all Ontario students who are at certain levels of competence in the French language (or vice versa) the opportunity, properly sponsored and financed, to study and live in a French-speaking community for a semester or more.

Recommendations

1. We should continue to maintain French as an optional course and live with the implication that fewer students will take the course and, as a corollary, the course will become more effective.

2. We must cease relying on the actual learning of French as a vehicle for developing understanding between the two founding races, since fewer and fewer students may choose the language courses. Approaches to tolerance on both sides ought to be a major aim of all subjects and particularly history.

3. Language teachers should have a high degree of fluency in the language and this is only possible by devices to ensure such arrangements as:

(a) the teacher being a product of a college or university in which French is the language of instruction,

(b) spending one year of a degree course in the country whose language is to be taught,

(c) being a native speaker of the language.

4. It is urged that, if bilingualism is a desirable Canadian goal, we stress the bilingual school (as opposed to the unilingual school).

5. The most effective method of language instruction appears to be by the following routes:

(a) total immersion started as early as possible,

(b) oral language instruction in concentrated forms backed by lengthy and extensive student exchanges,

(c) a concentration on aural-oral approach backed by language labs, foreign language films and libraries.

6. We should finance this language development on a national level as part of Canadian policy and this should be done on a far more extensive scale than we have even contemplated up to this time.

7. Our aims and our methods must be brought into conformity since our present aims are not achievable by present methods and our methods cannot lead to the achievement of our aims in any significant way.

8. A considerable amount of research into all aspects of language instruction is required and extensive applied experimentation is desirable at this time.

9. The governments of Canada and of Ontario do devote some special grant, either directly or indirectly, to French language instruction. The formula and record keeping by which these grants are determined is honestly applied. However, when money is received for French language instruction, it should be devoted to that specific purpose.

THE TEACHING OF VALUES

> "The report card for mankind reads: A in physics, B or B- in genetics, C or D in psychology, F in morality, ethics and the humanities."
>
> Phi Delta Kappan, Ben Brodinsky - May 1967, p.418

The issue of the teaching of values is one which is rapidly becoming the core of a significant debate. Value establishment has been an issue for sometime but only recently has it risen to be a crucial issue. Recent writings confirm this fact.

1. Without values, "We seem to be left with little in the way of tangible criterion which could direct the educative process." /If we rely only on pupils learning through experience/ "... we are still left with the need for ascertaining exactly what is healthy in a given instance." (The Philosophical Bases of the Experience Curriculum by Reginald D. Archambault from Dewey on Education, Appraisals. New York: Random House, 1969, p.177.)

2. Rapid value change is predicted. We are a society that has lost its consensus. There is no longer a core of commonly shared values. (Toffler, A. Future Shock. Toronto: Bantam Books, 1970, p.304.)

3. "Presented with numerous alternatives, an individual chooses the one most compatible with his values. As overchoice deepens /a state that Toffler predicts in future society/ the person who lacks a clear grasp of his own values (whatever these may be) is progressively crippled." (Toffler, p.416.)

Teachers have always paid tribute to the idea of developing in children the basics of knowledge, skills and attitudes and many have placed particular emphasis upon attitudes as being the most vital. However, little emerges from this "emphasis".

The aims and objectives of schools, school systems and the provincial jurisdictions clearly indicate a desire to operate in the fields of religion, morality and values. Unfortunately this desire becomes translated into terms of religion and occasionally of specific religions. The concept that the schools are "Christian" is not acceptable when its clientele is composed of an amazingly widespread of religions and races. The Mackay Report took tentative strides to break out of this circle of tying morality and values to one religion but, despite the balance of the Report, little has actually occurred at the local level.

Despite the posture of the schools toward a morality and value system, little has really happened. The reasons are rather obvious in some instances but rather subtle in others.

1. In an age of accountability, it is always wise to be able to document or quantify the results. Skills and knowledge can be tested and, where indicated, remediation is possible in most instances. It is impossible to test, mark or remediate in the area of values with the same degree of exactness. We, as teachers, have tried to stay on safer ground.

2. We instinctively realize that, in the area of skill and knowledge, the school can be one of the prime movers in moulding young people. In the field of values we have a much smaller role to play. Youngsters are highly influenced by the values of their parents, their peers, their neighbourhood, the television, the press, etc. In such an uneven struggle, many teachers have failed to join the fight.

3. There is a feeling that values and ethics are products of the teaching of religion (and frequently they are) and since "religion" is a touchy subject in the curriculum, the farther one stays away from values the better.

4. Many teachers feel that the teaching of values ought to be by example or by incidental means.

Without denying the fact that some outstanding teachers do live lives which provide dramatic impact by example, this method is of quite questionable effectiveness, particularly when the outside influences in other media are so direct and so blatant.

5. Perhaps the most difficult problem to face is the fact that, if we attempt imposition of values upon the child, the vehicle can be put to evil intent. The danger is great. References to monstrous uses, i.e. Hitler, come easily to hand. But if the danger is great, the advantage to society can be equally great. In the equation we should also consider the dangers of our not being actively engaged in the value struggle.

Actually all education contains elements of indoctrination or imposition, even in the hands of the most scrupulous teachers. The mere selection of novels to read, history to emphasize or poetry to feel is an "unconscious" expression of value judgment. Having made the initial judgment, it seems inconsistent to fail to draw the conclusions implied. And yet many teachers, in an attempt to be "fair", try to balance all sides of moral issues lest they be accused of unduly influencing the child's value enquiry. This implies finding cases to be made for slavery and war lest equality and peace be not adequately balanced. Great novelists, poets or dramatists may present the complexity of issues but seldom balance alternatives. What we see mostly is tragic humans in conflict with great truths and values.

Impositions of values occur constantly in the educative process, subtly in the selection of content, indirectly in the personal qualities of the teacher and incidentally by the things which society honours. The teacher cannot have a position of absolute value neutrality. He has to espouse the causes of equality, truth, justice, democracy and human worth and by exercises in logic, argument, inquiry and discovery lead the child to a position of identification and value establishment.

It is usually impossible for a child to arrive at fully developed answers to complex value judgments purely by reflective thinking and without some framework of pre-established basic principles.

This is not to argue against reflective thinking of alternatives but to deny its validity as the only vehicle in value establishment. True alternatives should be presented to develop judgment. But they must be true alternatives based upon a fundamental moral principle and not simplistic exercises on the application of slogans.

Nor are these basic principles developed entirely by pure logic. "Logical" answers about sterilization of mental incompetence, final solutions of unwanted races, dropping of atom bombs do not prove their moral value. Emotion and the affective realm play a large part in the child's development of a moral framework.

Therefore, to reflective thinking about alternatives and to logical analysis of inconsistencies must be added the involvement of students emotionally in the lives of other people and in the causes of great moral issues. "Miles for Millions" marches have a great deal to tell us about the development of a system of values in children. It is exactly upon this point of emotional involvement that the child's strongest identification with a structure of values or moral principles is established. The true citizen feels his value system and hence he lives it.

If the school can influence values, a major point to consider is the age at which we can gain the maximum leverage in the process. It is obvious that value establishment is a continuous process originating in earliest consciousness of children. Because of its earliness and because of its nature, kindergarten and the primary division are the key arenas of social and personal value confrontation in school. This is not to deny the necessity of exposure to spirals of rising complexity in exercises, logic and emotion throughout later grades but such complex derivations will be ineffective if the basic framework of the earliest years in home and primary school are faulty.

The dangers and traps involved in a process of developing moral judgment in children are well known.

The attempt to consider these moral judgments as residing in a specific religion and using that religion as a vehicle is very questionable. Moral principle resides in many religions and also in a sublimation of the best natures of the best men. It is an exercise in deduction from many sources with elevation as its objective.

The further danger that value establishment is an exercise in the application of memorized slogans must be avoided. Honesty is not the best policy even in kindergarten because honesty is more than a policy.

Another difficulty is that the teacher may use his unique position to espouse some special set of values of his own. This is always a possibility but one vastly exaggerated. Rarely does this occur and, when it does, the remedies for correction are available in the other staff members, the home, etc. It is a possibility with which one must live in a democracy.

Perhaps one of the most serious dangers is that because of the difficulties involved, the school will opt out of the fight. We have a heritage and it frequently is an outward expression of inner convictions. We must pass it on as a rational and emotional guide of behaviour and belief. Our failure to act in the past is leading us into problems of intelligence without morality and skill without vision.

While one may well debate the skills and knowledge which industry will require of its people in twenty years, there is no doubt what society will require of its citizens. We will need personally mature and sociably responsible citizens who live by principles of justice, compassion, integrity, and a conviction of individual dignity based upon the democratic way of life. It is in this area of certain requirements that the school should make its greatest contribution.

Recommendations

1. That further research into the teaching of values be carried on as a matter of considerable urgency.

2. That pilot projects and demonstration classes be established so that the methods and practices of moral instruction can be tested and illustrated.

3. That the elements of moral instruction and value establishment be a significant part of all early childhood education courses in particular and courses in the foundations of education in general.

4. That increasing emphasis be placed upon upgrading teacher preparation both at university and in the teacher training institutions in order to continue to place teachers of good character and quality in the classroom.

5. That selection for teacher training institutions be studied in order to develop ways of ensuring that the objectives of (4) above are achieved.

6. That steps be taken to emphasize the importance of the role of the school in value establishment.

TECHNICAL EDUCATION

Few areas of education will be under such direct attacks in the future as that of technical education. The costs are high, the pupils relatively few, the input of people into industry is constricted and few students are the highly visible "university-bound" type.

Two of the phenomena of the late sixties has been the rapid growth in students in special education and an equally dramatic growth in students in technical education. Both of these movements have as their objectives the offering of an educationally viable alternative to students who cannot cope with or are not interested in the literary curriculum offering of the schools.

The impetus in the development of technical education came from the Federal-Provincial Technical Assistance Act which has given local boards and systems a series of difficulties which will last for years. One of the reasons for these difficulties was that there was little opportunity for input at the local level. The plan was seen as an economic ploy and a financial investment to beat unemployment. The educational implications were secondary in nature. Therefore little thought was given to the true role of technical education or how it might be achieved. Rather the thrust was to do what was already being done but to make the shops larger, the equipment more expensive, and then to leave the municipal systems to live with the problems alone.

Our educational system in Ontario has lived until recently (and still lives in part) under the shadow of the literary curriculum. It was the one by which all others were judged.

The literary curriculum has served its students extremely well but these are a minority of the people in our schools. This program was based upon the study of language and its relations to feelings and thoughts.

Until recently almost all the wisdom of the world has been conveyed in this form. It requires language sensitivity as a key to success and the importance of pure verbal expression is the weakness. The extent to which it has held us can be revealed in our middle grades of high school in which it is unusual to see a student carrying only one language. Some carry English, French, German and Latin. Some even extend this range. The day is only a couple of years past when one needed a foreign language to enter any course at university even though the student would never take another lesson in it.

The literary curriculum has served a minority of largely university-bound students admirably well - but they are a minority.

The science-mathematics curriculum which has been rising in importance since the mid-fifties owes its strength to the idea of direct observation leading to the deduction of laws concerning phenomena. Direct experience is its strength. It is true that mathematics can be highly theoretical but it obviously at the secondary school level serves a further use of direct application. The weakness of the science curriculum is the ease with which it fragments into single disciplines. This disadvantage has plus factors into a credit system of education and the rising number of subjects in the field in high school pays tribute to this fact. Again, this curriculum has a direct application for university-bound people and, provided it is offered at several levels of difficulty, can be a vehicle for general education.

The technical curriculum is based upon a direct application of knowledge and technique by activity. The techniques have a direct practical application and therefore an immediacy in a utilitarian sense. Thoughts gain vividness by translation into acts. In this broader concept technical education includes subjects which involve art (but not as history of art), theatre arts (as an acting course), home economics, business machines, as well as the traditional "shop" concept. This curriculum is the one which must carry the major burden if we intend to carry most students up to the graduation level. We need to treat it with more respect.

These curricula are not mutually exclusive. Technical subjects without vision and some language facility are sterile. Literary subjects without some applied techniques are equally unbalanced. It is all a matter of emphasis.

These three curricula are valuable tools in any attempt to educate the broad spectrum of students which we are now receiving. The literary curriculum will only serve the needs of a small percentage of our students. We are now seeing that the realm of the applied is not the kingdom of evil.

All subjects in all curricula are operating on two levels. Subjects have content which is necessary for further progress and which is of value in an aesthetic or practical sense. In this category is mathematics for engineers, etc. However, and of more importance, is the subject as a vehicle for carrying other values which society must have, such as honesty, industry, etc. If society must have honest men and the students cannot be reached through poetry, then they must be reached through other subjects.

This statement does not imply that all subjects are equal vehicles for value establishment. History, for example, provides much better material than does bricklaying. All this means is that teachers of bricklaying had better be more expert than your teachers of history because the material is more intractable.

Of great importance to technical education has been the arrival of the credit system. Students can now take one, two or three credits in applied subjects. In addition, the movement of girls into technical subjects is an interesting phenomenon. These factors have given quite an impetus to shop use in this past year and have tended to further modify the concept that technical education is a crippled version of other curricula.

The following trends are indicated:

1. The credit system has had little effect on the students who were once classified as 4-year S.T.T. Aside from benefiting from the updating of course content, they are still able to obtain the necessary courses.

2. Because of the single-period method of scheduling, more students than ever before are choosing technical subjects. These subjects are not necessarily taught in the same depth as they once were taught. Increased student choice may occur because the students just want the credit, not necessarily because of the subject's educational value.

3. The new technical literacy courses (e.g. Automobile Ownership) are attracting more girls than ever before. These are single period courses.

4. Recent changes in requirements for entrance into apprenticeships give students credit for all related secondary work completed past the minimum entry level. For example, if the minimum entry level for a particular apprenticeship was Grade 10, no extra credit used to be granted unless Grade 12 had been successfully completed. Now students will be given credit for their work in <u>each</u> grade past the minimum entry level. Unfortunately, restrictions upon entry into the apprenticeship plan are becoming increasingly tighter.

5. Because student choice has sometimes developed into a type of popularity contest, teachers of technical subjects have begun to pay increased attention to their teaching methods.

6. The technical class size limitation of 20 was set basically for safety reasons. In certain types of shops (e.g. machine shop, woodworking), it is very difficult to supervise more than this number and prevent accidents.
   Increased class size in the type of technical subjects above would certainly affect the safety factor. However, with the types of courses being developed which are more theoretical and less practical, it may be that <u>those</u> class sizes can be increased.

7. Because student choice varies from year to year, technical teachers must and are becoming multi-disciplinary - they must be able to teach a variety of subjects depending on the pattern of student choices in a given school year.
   Apparently technical teachers will have to take a number of <u>different</u> subjects from now on in order to change their category classification.

However, we are in difficulty and this difficulty is likely to intensify as the financial pressure is placed on school boards. Our major concerns are:

1. Because of the suddenness of the Technical Assistance Act, the schools built the same eight shops with monotonous regularity. This fact reveals how little local consideration was given to employment opportunities or to community requirements.

2. The shops are oversize. Obviously massive amounts of money cannot be put out without regulations and restrictions being placed to control the nature of the building. As a result our shops include work space and classroom space and this double provision is for a class about half the number of an academic or commercial class. The extra space must be heated, cleaned and maintained.

3. The type of equipment chosen was based upon a scale of dollars. There is little evidence that real thought has been given to the objectives of technical education or the conditions in the trade. Students are, in quantity cooking learning situations, using equipment which the ordinary restaurant would never use. Much of this massive expenditure on equipment will have to be duplicated shortly as present equipment depreciates. It should have been clarified, for example, whether the shop was being equipped to teach students basic techniques or skills, or to teach the operations which would be met throughout apprenticeship, or to be a duplicate of the work done by a journeyman, or, alternatively, to be the heart's desire of the teacher. This confusion has led to incredible disparities in shop appointments, scale of issue, and equipment.

4. The classes are small. By tradition shop classes seldom exceed 20 on the average and this is indefensibly expensive. The rationale by which only 20 can be taught drafting but 35 in a class can take art lacks a certain logic. By the same token 20 in sewing, 20 in electronics, etc. are hard to justify in a situation being controlled by financial ceilings.

5. There has been a failure of the Department of Labour (which "controls" the Apprenticeship Act) and the Ministry of Education (which "controls" the field of technical education) to rationalize equitably the way by which students enter the designated trades. Some movement has occurred by which credits in school beyond the trade entrance requirements can be transferred into credits for apprenticeship. On the other hand, recent legislation raises the ratio of journeymen to apprentices from 3 to 1 to 4 to 1. Therefore, even fewer apprenticeship openings will be available in the future.
The major dilemma is that the unions do not look upon the apprenticeship system as training devices but as restriction methods on entry into the trade. In the main as unemployment is present the pressure to keep all potential trainees out of the trade is exceedingly high.

We believe that it is now time to examine in detail the position of technical education in Ontario and to restructure its whole operation. At present it is under unfair attack. The usual attempt to judge the value of shops by the number of students who enter the various trades is a criteria never applied to other subjects. No one judges history by how many students "go on" to become historians. In addition, the costs are under attack when they need not be as high as they are.

Such a study would consider objectives, maximizing use of equipment and space, conversions of shops to other uses, teacher qualification and relations with industry.

Recommendations

1. It is urged that a detailed study of technical education in Ontario be undertaken.

2. The study of technical education should give definite guidelines to aims and objectives. Such aims, if specific enough, would have an impact on cost, equipment, size, etc.

3. Predicated upon the study mentioned in 1. practical plans should be devised to control our present cost structures dictated by design, size, equipment and staffing.

4. The methods of teacher training and qualification in this field require an examination. It would be futile to pursue this examination until the aims and objectives of technical education had been completed.

5. The present credit system be carried on to maximize shops and equipment but of more importance for the recognition that it gives that technical education is a major vehicle if we intend to educate almost all students to a "Grade 12" level.

6. We must tackle the problem of cost in technical education by maximizing use of area and by breaking the traditional class size format. This would envisage the use of paraprofessional assistance.

7. Liaison should occur with industry to develop meaningful work experience programs and day release programs.

8. Entry to the trades through either an apprenticeship plan or a school or college training program should be liberalized and freed from union control and use as a restrictive device.

9. Schools should grant educational credits for experiences in trade or industry which are appropriate in difficulty and length of service to in-school training programs.

10. A thorough study should be made of programs of the C.A.A.T.'s and the technical programs offered both in specific jurisdictions and in the province at large with a view to co-ordinating the efforts in a meaningful way.

11. The Advisory Vocational Committee, despite its necessity in earlier years, has now outlived its usefulness as a compulsory committee of boards. The board should be free to establish (or not to establish) an A.V.C. depending upon the tasks which can be given to it. In addition the terms of the act should be clarified since some of the words are anachronistic.